

**United States
Department of the Interior
Bureau of Land Management**

**ANNUAL PERFORMANCE PLAN
FOR FISCAL YEAR 2000**



February 1999

Notes to Reviewers

This document proposes goals for the Bureau of Land Management in each of its mission areas, and also for improving organizational effectiveness. Along with each goal is a table of funding sources and at least one measure of performance. This document is the performance component of the BLM Budget Justification.

For each performance measure, BLM has a corresponding *Data Specification* which provides a description, guidelines for data collection, precision requirements, data source, and responsibility. The Data Specifications are used to standardize data collection, improve data quality, and provide information for validation.

The FY 2000 Annual Performance Plan is based on BLM's 1997 Strategic Plan, as amended by the FY 1999 Annual Performance Plan. This Plan also updates certain goals in the Strategic Plan, as described in section I.5.5.

The FY 2000 Annual Performance Plan goals are contingent on proposed funding levels. After enactment of the FY 2000 budget by Congress, expected in November or December of 1999, the Annual Performance Plan goal accomplishment levels may require revision.

**Bureau of Land Management
Fiscal Year 2000 Annual Performance Plan**

Organization of the Annual Plan	1
I. Introduction and Overview	2
I.1 Introduction	2
I.2 Mission Statement	2
I.3 Relationship to Department of the Interior Goals	2
I.4 Linkage to Strategic Plans and Budget	3
I.5 Additional Annual Performance Plan Requirements	5
I.5.1 Customer Service Standards	5
I.5.2 Use of Non-Federal Parties in Preparing the Annual Performance Plan	7
I.5.3 Crosscutting Issues	7
I.5.4 Management Issues	7
I.5.5 Adjustments to the Strategic Plan	9
I.5.6 Capital Assets/Capital Programming	11
I.5.7 Waivers for Managerial Accountability and Flexibility	11
II. Mission-Related Goals	12
II.1 Provide Opportunities for Environmentally Responsible Recreation	12
II.1.1 Description	12
II.1.2 Strategic Issues Related to Recreation	12
II.1.3 Related Budget Accounts, Budget Activities, Subactivities:	13
II.1.4 Proposed Legislation	13
II.1.5 Impact of FY 2000 Budget Changes	13
II.1.6 Exhibit A - Performance Plan	14
II.2 Provide Opportunities for Environmentally Responsible Commercial Activities	18
II.2.1 Description	18
II.2.2 Strategic Issues Related to Commercial Activities	19
II.2.3 Related Budget Accounts, Budget Activities, Subactivities:	20
II.2.4 Proposed Legislation	20
II.2.5 Impact of 2000 Budget Changes	20
II.2.6 Exhibit A - Performance Plan	22
II.3 Preserve Natural and Cultural Heritage Resources	32
II.3.1 Description	32
II.3.2 Strategic Issues Related to Natural and Cultural Heritage	32
II.3.3 Related Budget Accounts, Budget Activities, Subactivities	33
II.3.4 Proposed Legislation	33
II.3.5 Impact of 2000 Budget Changes	34
II.3.6 Exhibit A - Performance Plan	36
II.4 Reduce Threats to Public Health, Safety and Property	45
II.4.1 Description	45
II.4.2 Strategic Issues Related to Health, Safety, and Property	45
II.4.3 Related Budget Accounts, Budget Activities, Subactivities:	46
II.4.4 Proposed Legislation	46
II.4.5 Impact of FY 2000 Budget Changes	46

II.4.6	Exhibit A - Performance Plan	48
II.5	Improve Land, Resource, and Title Information	54
II.5.1	Description	54
II.5.2	Strategic Issues Related to Land, Resource, and Title Information	54
II.5.3	Related Budget Accounts, Budget Activities, Subactivities:	55
II.5.4	Proposed Legislation	55
II.5.5	Impact of FY 2000 Budget Changes	55
II.5.6	Exhibit A - Performance Plan	56
II.6	Provide Economic and Technical Assistance	59
II.6.1	Description	59
II.6.2	Strategic Issues Related to Economic and Technical Assistance	59
II.6.3	Related Budget Accounts, Budget Activities, Subactivities:	59
II.6.4	Proposed Legislation	60
II.6.5	Impact of FY 2000 Budget Changes	60
II.6.6	Exhibit A - Performance Plan	61
II.7	Restore and Maintain the Health of the Land	63
II.7.1	Description	63
II.7.2	Strategic Issues Related to Health of the Land	63
II.7.3	Related Budget Accounts, Budget Activities, Subactivities:	64
II.7.4	Proposed Legislation	64
II.7.5	Impact of FY 2000 Budget Changes	64
II.7.6	Exhibit A - Performance Plan	67
III.	Means Goals	74
III.1	Improve Organizational Effectiveness	74
III.1.1	Description	74
III.1.2	Strategic Issues Related to Organizational Effectiveness	74
III.1.3	Related Budget Accounts, Budget Activities, Subactivities	75
III.1.4	Proposed Legislation	75
III.1.5	Impact of FY 2000 Budget Changes	75
III.1.6	Exhibit A - Performance Plan	76
IV.	Performance Measures and Verification (Exhibit B)	90
	Glossary of Common Terms	91

Organization of the Annual Plan

The organization of the Bureau of Land Management's (BLM) Fiscal Year (FY) 2000 Annual Performance Plan reflects the Department of the Interior's approach to improving and streamlining the Annual Performance Plan and better linking the plan with the budget. The Annual Performance Plan presents the BLM's goals and measures and identifies the FY 2000 strategies and resources needed to achieve them, consistent with the BLM Strategic Plan and proposed budget.

By following this presentation framework, Interior will be able not only to meet the requirements of the Government Performance and Results Act of 1993, but also to promote managerial accountability through a direct connection with the Strategic Plan, resources, and outcomes. The BLM's Annual Performance Plan links with goals contained in the BLM Strategic Plan, sets forth in measurable and quantifiable form the levels of performance for each goal in the budget year, and reflects the BLM's proposed budget for FY 2000. The Annual Performance Plan is a companion document to the Budget Justification. This method of presentation provides the decisionmaker with a context for making informed decisions on the allocation or reallocation of resources to better accomplish the mission of the organization.

The Annual Performance Plan for FY 2000 is divided into three sections:

Section I — *Introduction and Overview*, states the BLM mission and addresses additional GPRA requirements.

Section II — *Mission-Related Goals*, includes an Annual Performance Plan summary and a descriptive goal narrative covering FY 1999 and FY 2000.

Section III — *Means Goals*, includes an Annual Performance Plan summary and a descriptive goal narrative covering administrative and support-type goals for FY 1999 and FY 2000.

Section IV — *Performance Measures and Verification (Exhibit B)*, describes BLM's methods to verify and validate the measured values of actual performance.

I. Introduction and Overview

I.1 Introduction

The Bureau of Land Management (BLM) manages almost 264 million acres of land — about one-eighth of the land area of the United States — and more than 560 million acres of subsurface minerals. Most of these lands are located in the West, including Alaska, and are dominated by extensive grasslands, forests, high mountains, arctic tundra, and deserts. The BLM is responsible for the management and use of a variety of resources on these lands, including energy and minerals, timber, forage, wild horse and burro populations, fish and wildlife habitat, recreation sites, wilderness, and archaeological and historical sites.

I.2 Mission Statement

**It is the mission of the Bureau of Land Management
to sustain the health, diversity, and productivity of the public lands
for the use and enjoyment of present and future generations.**

I.3 Relationship to Department of the Interior Goals

The Bureau of Land Management contributes to the accomplishment of each of the five overarching goals discussed in the Departmental Overview. Major linkages between these Departmental goals and the BLM's goals are presented below:

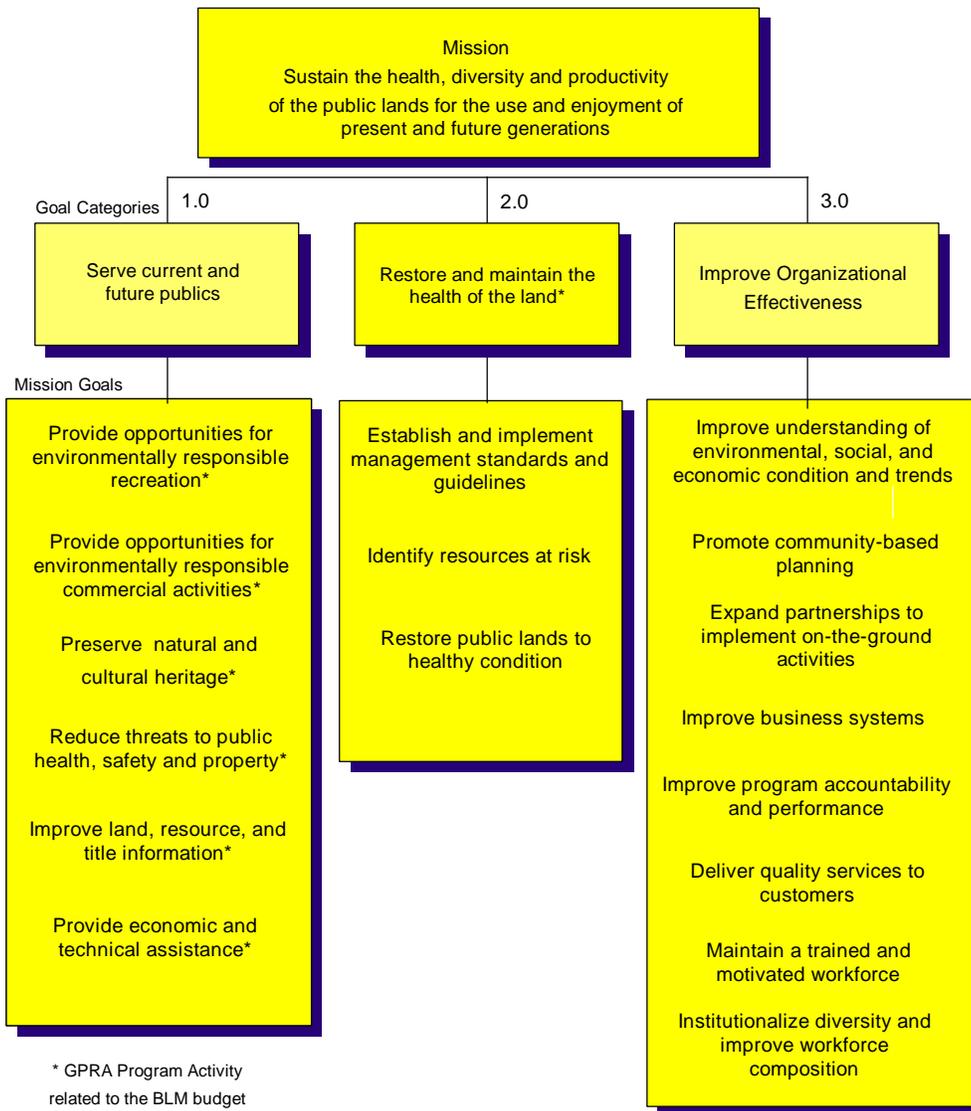
<i>Departmental Goal</i>	<i>Related BLM Mission Goals</i>	<i>Long-Term Goals</i>
Protect the environment and preserve our Nation's natural and cultural resources	Restore and maintain the health of the land; Preserve natural and cultural heritage; Reduce Threats to Public Health, Safety and Property	see sections II.7, II.3, and II.4
Provide recreation for America	Provide opportunities for environmentally responsible recreation	see section II.1
Manage natural resources for a healthy environment and a strong economy	Provide opportunities for environmentally responsible commercial activities	see section II.2
Provide science for a changing world	Improve land, resource and title information; Improve organizational effectiveness	see section II.5
Meet our responsibilities to American Indians	Provide economic and technical assistance	see section II.6

As discussed under I.5.3 below, the BLM is also contributing to a number of the interagency and cross-cutting initiatives issues discussed in the Departmental Overview. These initiatives include the Pacific Northwest Forest Plan, and Wildland Fire Management.

I.4 Linkage to Strategic Plans and Budget

This Annual Performance Plan is the second Annual Performance Plan the BL Management has prepared under the Government Performance and Results Act of 1993 (GPRA). It is consistent with the BLM Strategic Plan submitted to the Congress on September 29, 1997, with revisions in the 1999 Annual Performance Plan and others noted herein. The FY 2000 Annual Performance Plan describes accomplishments planned at the funding levels in the proposed budget.

This FY 2000 Annual Performance Plan is based on the structure of the BLM Strategic Plan (as refocused by the 1999 Annual Performance Plan) diagrammed below.



Strategic Plan Goals Framework

The FY 2000 Annual Performance Plan is organized around eight GPRA Program Activities¹. The first seven Program Activities address the scope of the BLM's multiple use *mission*, including recreation, commercial use, heritage resources, health and safety, land and title information, economic assistance to communities, and health of the land. These seven activities, noted in the diagram by an asterisk (*), are related to the BLM budget. The remaining Program Activity is *means-related*, focusing on improving organizational effectiveness through collaborative management, using effective business practices, and improving human resources management. Funding to achieve organizational effectiveness is allocated from the benefitting mission program, and does not have separate funding. The goals in each of these areas, and the resources to achieve them, are discussed in the following sections.

Each of these GPRA Program Activities includes a table (Exhibit A). These tables discuss long-term goals, annual performance goals, performance measures, and certain performance statistics. Long-term goals define important areas of change in the period covered by the BLM Strategic Plan. Annual Performance goals are the specific actions that BLM expects to accomplish in FY 2000 that contribute to meeting the higher-level goals.

Relationship to the Budget The relationship between these goals and the budget is shown in a table for each Program Activity section entitled "**Related Budget Accounts, Budget Activities, Subactivities.**" This table identifies the appropriation account, budget activity, and budget subactivity where applicable. Some goals are funded by and benefit a number of subactivities. In an effort to further clarify linkages between the BLM's GPRA Plans and the Budget Program Activities contained in the program and financing schedules, this Annual Performance Plan is organized by BLM's eight GPRA Program Activities. These program activities are listed below with the associated budget authority for FY 2000.

<i>GPRA Program Activity</i>	<i>FY 1999 Plan to Congress \$(000's)</i>	<i>FY 1999 Enacted BA \$(000's)</i>	<i>FY 2000 Plan to Congress \$(000's)</i>
Provide opportunities for environmentally responsible recreation	72,899	75,531	77,503
Provide opportunities for environmentally responsible commercial activities	228,398	224,370	232,894
Preserve natural and cultural heritage	95,423	96,945	137,675
Reduce threats to public health, safety, and property	342,892	337,420	361,367
Improve land, resource, and title information	66,070	65,127	52,431
Provide economic and technical assistance	164,194	171,612	171,141
Restore and maintain the health of the land	226,302	218,590	235,689
Improve organizational effectiveness	--	--	--
Total	1,196,178	1,189,595	1,268,700

¹ Refer to Office of Management and Budget (OMB) Circular A-11, Part 2, 220.8 for additional information on GPRA Program Activities

I.5 Additional Annual Performance Plan Requirements

The following sections describe BLM's response to required elements of Annual Performance Plans, as identified in OMB Circular A-11, Part 2 §220.6.

I.5.1 Customer Service Standards

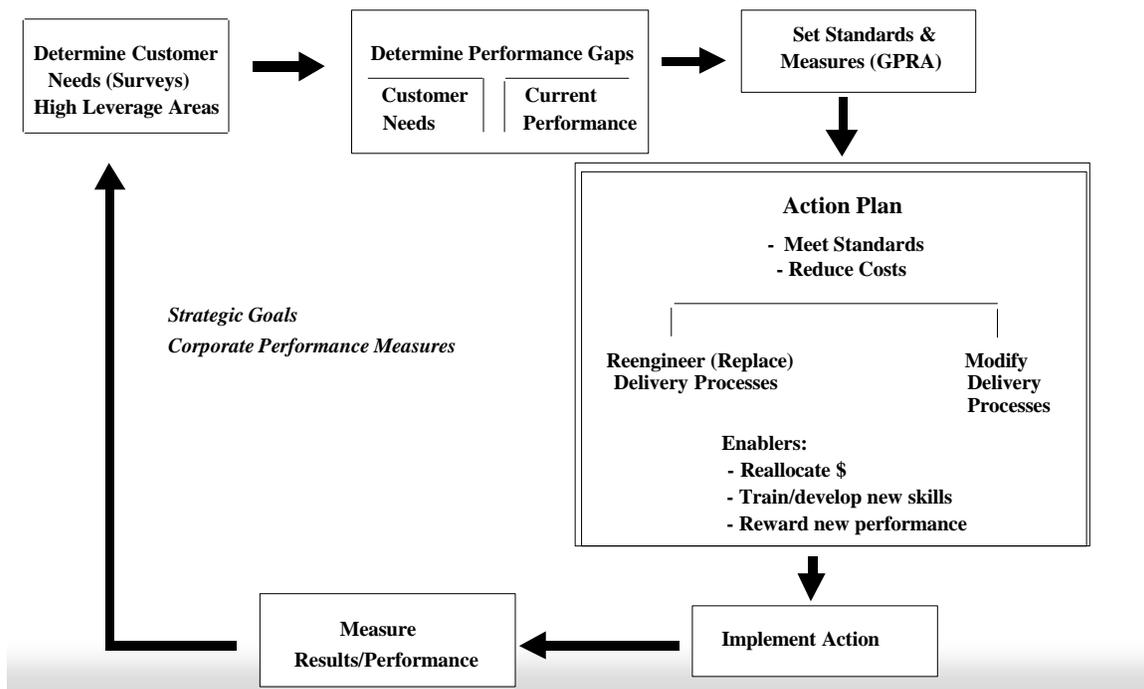
The BLM is committed to providing cost-efficient, quality customer service, determining existing levels of customer satisfaction and seeking ways to improve the products and services provided. Using customer feedback devices such as comment cards, focus groups, and surveys, BLM employees can get direct input on those areas that require attention at all levels of the organization, while customers can provide helpful suggestions for improving a variety of processes, products, and other areas.

Customer Research Model

- < Customer survey data link strategic planning and process improvements as shown in Figure 1. Priorities are established using feedback from our customers and stakeholders. Standards of service are based upon this analysis, and an action plan is developed to address modifications or reengineering to meet standards. The results of measurement and analysis are then used in the next iteration of the planning process. The BLM then begins the process over again to readdress the ever-changing requirements of the organization and its customers and stakeholders.

Figure 1

Responding to Customer Survey Results



The BLM will collect and assess customer/stakeholder data and information in four areas (see Figure 2):

<i>Primary Research Methodology</i>	<i>Customer Surveys</i>	<i>Comment Cards</i>	<i>National</i>	<i>State</i>	<i>Field Office</i>
Strategic Planning	X		X	X	
Process Control	X	X	X	X	
Local	X	X			X
Employee	X		X	X	X

Figure 2 - Customer Research Matrix

- < Strategic - Customer/stakeholder information on broad agency priorities, input on development of mission and goals, and feedback on which measures mean the most to the public
- < Process - Customer/stakeholder information on customer satisfaction with specific processes to assess effectiveness (e.g., front desk transactions, processing of claims and permits, etc.), including what is working well and what is not
- < Local - Periodic systematic gathering of data or information from customers and stakeholders to gain immediate and specific feedback (e.g., new form design, questionnaire testing, etc.)
- < Employee - Feedback and data to assess barriers to providing "best in business" customer service and high level of internal satisfaction.

FY 2000 Customer Satisfaction Goals in BLM's Balanced Scorecard Approach

BLM's balanced scorecard approach is based on the interaction between financial management, customer service, employee learning and growth, and the mission goals in BLM's Strategic Plan. BLM has established 9 customer service-oriented goals in the Annual Performance Plan. These tie customer service to the Strategic Plan, and measure progress toward the goals. Measuring customer feedback provides BLM with direction for improvement and also serve to measure customer outcomes.

01.01.01.00	78% of users are satisfied with the condition of BLM recreation areas.
01.01.02.00	80% of users will be satisfied with recreation information and services accessed electronically.
01.01.03.00	74% of recreation customers are satisfied with their recreation experience.
01.02.03.00	Use authorization delays for rights-of-way and oil and gas applications are cumulatively reduced by 30% and 10% respectively, from 1998 baseline and Index of commercial use customer satisfaction with use authorization processes increases to 70%.
01.03.03.00	79% of customers are satisfied with BLM's protection of historical, cultural, and other heritage resources.
03.02.01.00	60% of States and local government stakeholders and partners are satisfied with BLM's ability to communicate and collaborate with the public.
03.04.01.00	65% of users are satisfied with the BLM's Management Information System.
03.07.01.00	71% of customers are satisfied with the BLM Annual Performance Report.

I.5.2 Use of Non-Federal Parties in Preparing the Annual Performance Plan

No external parties or consultants were used to prepare the Annual Performance Plan. The plan was prepared in conformance with Section 220.7 of OMB Circular A-11.

I.5.3 Crosscutting Issues

The Bureau of Land Management is working with other Department of the Interior bureaus on specific crosscutting goals. The Department has specified these goals and the role of each bureau in the Departmental Strategic Plan Overview.

The BLM is an active participant and leader in the Natural Resources Performance Management Forum, a voluntary group of planners representing some 20 agencies, bureaus, oversight agencies, and others. This group, which coordinates strategic planning and GPRA activities, is currently involved in defining its roles and the contribution each agency is making toward common natural resource outcomes. This information will be built into BLM Strategic Plan revisions and subsequent Annual Performance Plans and performance reports.

I.5.4 Management Issues

In preparation for the Department of the Interior's 1998 GPRA hearing, the Office of Inspector General (OIG) identified six management issues involving the BLM: Operations and Maintenance, Waste Management, Revenue Collections, Inspection and Enforcement of Oil and Gas, Range Monitoring, and Land Exchanges. Over the past year, the BLM has taken action to address each of these issues.

Transportation and Facility Maintenance The Department of the Interior maintains a 5 year Plan that prioritizes maintenance, focusing on health and safety. In 1997, the OIG audited the BLM facilities maintenance program, concluding that the BLM had not implemented adequate controls to ensure that its maintenance backlog data were reliable, had not prioritized maintenance projects in its automated maintenance management system or established priorities on a national basis, and had not established formal procedures for tracking its program accomplishments or recording project costs. Internal BLM survey results validated the OIG's conclusions.

The BLM has taken a number of actions to address these deficiencies, including developing standard definitions and distributing them to the field; producing a Bureauwide deferred maintenance list; developing a 5-year deferred maintenance plan; establishing a new subactivity for tracking deferred maintenance projects; and proposing a new budget structure for facilities maintenance to improve cost control, management control, and financial tracking.

Operations and maintenance are covered by three goals in this Annual Performance Plan: (1) Goal 01.04.01 *Reduce Threats* focuses on identifying and correcting health, safety, and environmental hazards on BLM lands and facilities through performing preventative and corrective maintenance and conducting facility audits; (2) Goal 01.04.02 *Protect the Public's Investment* addresses the achievement of good condition for dams, bridges, recreation sites, administrative sites, trails, and roads; and (3) Goal 01.04.03 *Prepare for Emergency Situations* addresses BLM's readiness for responding to threats and emergencies on the public lands and at BLM facilities.

Revenue Collections In 1997, the OIG issued two reports concerning BLM revenue collections. A report on mineral patents concluded that the BLM was not recovering the costs of conducting mineral validity examinations, estimated to be \$29 million based on an average cost of \$80,000 per mineral patent application, and that the BLM should obtain a legal opinion as to whether it could recover these costs. A second report on recreation management concluded that the BLM was not making effective use of its authority to designate special areas and collect special recreation permit fees at those areas and that the BLM should designate such areas, collect the fees, and improve collection control procedures. The BLM agreed with the recommendations in these two reports and is taking action to implement them.

Revenue collection is covered by three goals in this Annual Performance Plan: (1) one of the measures for Goal 01.01.04 *Contribute to the Nation's Economy (recreation)* focuses on recreation fee collections, including the fee pilots and State grant funds; (2) one of the measures for 01.02.01 *Contribute to the Nation's Economy (commercial use)* addresses revenues collected from commercial activities on the public lands; and (3) Goal 03.05.01 *Cost Recovery* emphasizes recovering appropriate costs of service as a sound business practice.

Waste Management The Department's land management agencies face a major challenge in cleaning up sites contaminated by hazardous materials, abandoned mine sites, oil and gas wells, leaking underground storage tanks and pipelines, and illegal dumping. Beginning with the financial statements for FY 1997, the Department implemented Federal Accounting Standards Advisory Board Statement No. 5, "Accounting for Liabilities of the Federal Government," which requires the identification of environmental cleanup costs. The Department's total contingent liability for environmental cleanup of sites, including those where liability is considered reasonably possible and where cases are in litigation, may be \$315 million or greater. These estimated liabilities do not include sites where the Department has no legal responsibility, but may voluntarily undertake remediation. Such sites include hazardous conditions on public lands resulting from (1) legal mining activities by others over the past two centuries and prior to current environmental cleanup and restoration laws; (2) legal mining activities subject to current standards, but where the responsible party cannot be found; (3) illegal activities, including narcotics laboratories and hazardous materials dumping; and (4) transportation spills, landfills, pipelines, and airports. On BLM-administered lands, for example, there are an estimated 70,000 abandoned mines for which the estimated cleanup liability is unknown. Waste management is covered by two goals in this Annual Performance Plan: Goal 01.02.04 *Abandoned Mine Land* focuses on remediation of abandoned mines and Goal 01.04.01 *Reduce Threats* addresses hazardous materials sites. The Department of the Interior Strategic Plan Overview also includes goals related to Waste Management.

Oil and Gas Inspections and Enforcement The BLM is responsible for ensuring that operations on Federal and Indian onshore leases are conducted in accordance with lease terms and conditions; that production is properly handled, accurately measured, and correctly reported; and that the surface and subsurface resources are protected. At the end of FY 1997, there were about 20,000 producing onshore oil and gas leases on Federal lands and about 4,300 producing leases on Indian lands. In a 1996 report, the OIG concluded that BLM generally inspected all Federal and Indian leases with significant production or a history of regulatory non-compliance at least annually. The OIG also found, however, that (1) BLM field offices visited had not properly classified and/or approved inactive wells; (2) the BLM's minimum bonding requirements were not sufficient to cover the Government in case of operator default; and (3) the BLM routinely approved oil and gas leases without considering bond adequacy. The BLM has taken the required actions on all 11 OIG recommendations. In addition, the BLM has removed oil and gas inspection and enforcement from its material weakness list.

Adequacy of existing bonding levels and other financial assurances is covered by one of the goals in this Annual Performance Plan. Goal 01.02.04 (the second annual performance goal) establishes target dates for reviewing and, where necessary, initiating revision of existing financial assurance regulations. The BLM published a proposed rulemaking in FY 1999 to revise its oil and gas bonding regulations.

Although we were able to satisfy the OIG recommendations and material weakness requirements by aggressive actions taken in FY 1998, a constrained oil and gas budget in FY 1999 may affect our ability to keep this issue off of the management issue list.

Range Monitoring As a result of a 1992 General Accounting Office (GAO) report entitled “Rangeland Management: Interior’s Monitoring Has Fallen Short of Agency Requirements” and an internal Alternative Management Control Review also conducted in 1992, a material weakness was identified in the Rangeland Monitoring Program. The material weakness specified that not all high-priority allotments were being monitored consistently. As a result, many grazing decisions were being delayed because of a lack of quality monitoring data, and many grazing decisions issued were not adequately documented with monitoring data.

In 1996, the BLM conducted a new evaluation of the Rangeland Monitoring Program and concluded that, while some improvements had been made to correct the material weakness identified in 1992, the weakness still existed. Almost all survey respondents identified annual shortfalls in completing scheduled rangeland monitoring work, citing insufficient funding and staff as primary reasons.

As discussed at length in the BLM Strategic Plan under “Restore and Maintain the Health of the Land,” the BLM is in the process of developing and implementing standards for healthy rangelands, working with local Resource Advisory Councils chartered by the Secretary of the Interior.² As these standards are implemented, the material weaknesses initially identified in 1996 will be addressed.

Land Exchanges In 1996, the OIG issued an audit report critical of BLM’s land exchange activities in Nevada. While disagreeing with some of the report’s findings, the BLM generally agreed with the Inspector General’s recommendations and has taken action to address them. Specifically, the BLM has (1) improved management oversight of the program, (2) clarified land exchange policies and procedures, and (3) improved the guidance and training available on land appraisals. The OIG is expected to release later this year a final audit report on a follow-up audit it conducted in 1997.

I.5.5 Adjustments to the Strategic Plan

The FY 2000 Annual Performance Plan is based on the Final FY 1999 long-term goals (1-99), which amended the 1997 BLM Strategic Plan. The FY 2000 Annual Performance Plan updates the amended 1997 BLM Strategic Plan in the following areas:

² These standards also are related to several of the long-term goals in this Annual Performance Plan. See, in particular, Goal 01.02.02 and Goal 02.01.01.

Long-Term Goals Refocused in the FY-2000 Annual Performance Plan

BLM Strategic Plan Long-Term Goals (as Amended in FY 1999)	FY 2000 Annual Performance Plan Long-Term Goals
<p>Long-Term Goal 01.03.02: <i>Recognize areas that contain significant or unique natural and cultural resources, or offer significant educational or interpretive opportunities. By 2002 evaluate 25% of wild and scenic river study areas in the 1999 baseline, resolve resource use conflicts, and propose manageable designations. By 2002, increase customer/stakeholder satisfaction with BLM's protection of historical, cultural, and other heritage resources to 81%.</i></p>	<p>Long-Term Goal 01.03.02: <i>Recognize areas that contain significant or unique natural and cultural resources, or offer significant educational or interpretive opportunities. By 2002 evaluate 25% of wild and scenic river study areas in the 1999 baseline, resolve resource use conflicts, and propose manageable designations. In FY 2000, BLM will acquire 357,000 acres in the California Desert in BLM Wilderness Areas, critical desert tortoise habitat, recreation areas, and wildlife corridors, and 16,868 acres in additional locations. (Moved customer/stakeholder satisfaction to 01.03.03)</i></p>
<p>Long-Term Goal 01.03.03: <i>Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources. By 2002, improve conditions in 15% of special areas. All Herd Management Areas reach Appropriate Management Levels by the end of FY 2002 and 100% of animals removed are accurately accounted for and monitored each fiscal year. By 2005, complete site and engineering plans for the Escalante Grand Staircase National Monument, and complete site preparation and construction for key visitor and operations facilities.</i></p>	<p>Long-Term Goal 01.03.03: <i>Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources. By 2002, improve conditions in 15% of special areas. All Herd Management Areas reach Appropriate Management Levels by the end of FY 2002 and 100% of animals removed are accurately accounted for and monitored each fiscal year. By 2002, complete construction of visitor contact stations at Big Water, Cannonville, and Glendale; a science center in Escalante; and an administrative facility in Kanab, Utah for the Escalante Grand Staircase National Monument. By 2002, increase customer/stakeholder satisfaction with BLM's protection of historical, cultural, and other heritage resources to 81%.</i></p>
<p>Long-Term Goal 01.04.01: <i>Reduce threats to public and employee health and safety and the environment by maintaining public lands and facilities in a safe condition and remediating hazards. By 2002, 100% of BLM facilities will be assessed and rated for safety, health, and environmental conditions.</i></p>	<p>Long-Term Goal 01.04.01: <i>Reduce threats to public and employee health and safety and the environment by maintaining public lands and facilities in a safe condition and remediating hazards. By 2002, the percentage of BLM facilities rated in good safety, health, and environmental condition will increase by 10% over the 1998 baseline.</i></p>
<p>Long-Term Goal 01.04.02: <i>Protect the public's economic investment in BLM owned and/or controlled facilities. By 2002, the percentage of facilities structurally maintained in fair or good functioning condition is increased an average of 5 percent.</i></p>	<p>Long-Term Goal 01.04.02: <i>Protect the public's economic investment in BLM-owned facilities. By 2002, the percentage of facilities structurally maintained in fair or good functioning condition is increased an average of 8 percent over the 1998 baseline.</i></p>

<p>Long-Term Goal 01.05.01: Develop and deploy the Automated Land and Mineral Record System (ALMRS) as the principal tool in automating lands records. By 2001, certify ALMRS data is an official agency record. By 2002, deploy cartographic product module in all States.</p>	<p>Long-Term Goal 01.05.01: <i>Develop and deploy land and resource information systems in automating lands records.</i> By 2001, certify automated land and mineral record data as an official agency record. By 2002, deploy land module with spatial capability in all States.</p>
<p>Long-Term Goal 01.06.01: <i>Meet government-to-government and trust responsibilities to Federally recognized Tribes and their members while supporting Tribal sovereignty.</i> By 2002, 45% of field offices will foster effective agreements and partnerships with tribes in the management of tribal minerals, cadastral survey, and the management of public lands (through P.L. 638 contracts, self-governance agreements, cooperative agreements, and technical assistance). By 2002, 95% of field offices will document current trust responsibilities by tribe.</p>	<p>Long-Term Goal 01.06.01: <i>Meet government-to-government and trust responsibilities to Federally recognized Tribes and their members while supporting Tribal sovereignty.</i> By 2002, 45% of field offices will foster effective agreements and partnerships with tribes as part of the government-to-government relationship and in support of Tribal sovereignty and self-determination. In addition, BLM has a trust responsibility to Tribes and Indian allottee/heirs relating to the development of their mineral estate, and for the cadastral surveying of Indian Trust Lands. By 2002, 95% of field offices will document current trust responsibilities by tribe.</p>
<p>Long-Term Goal 01.06.02 <i>Support communities through land entitlements and land tenure adjustments.</i> By 2002, establish specific action goals with those States, Tribes, and Alaska Natives that have statutory land entitlements.</p>	<p>This goal is scheduled to be completed in FY 1999, and was removed from the FY 2000 Annual Performance Plan.</p>

I.5.6 Capital Assets/Capital Programming

OMB Circular A-11, Part 3, requires that agencies prepare a capital asset plan and justification for certain major acquisitions. The BLM has no projects in the FY 2000 capital improvement 5-year plan that exceed \$10 million in cost or that commit funds for specific construction projects in subsequent years.

I.5.7 Waivers for Managerial Accountability and Flexibility

No waivers have been requested for FY 2000.

II. Mission-Related Goals

The seven Program Activities in this section address the scope of the BLM's multiple use mission, including recreation, commercial use, heritage resources, health and safety, information resources management, economic assistance to communities, and health of the land. Each are related to the BLM budget, as discussed in the subsections "Related Budget Accounts..."(sections II.x.3), and "Impact of FY 2000 Budget Changes" (sections II.x.5).

II.1 Provide Opportunities for Environmentally Responsible Recreation

II.1.1 Description

The public lands provide visitors with a wide array of recreational opportunities. These include hunting, fishing, camping, hiking, boating, operating off-highway vehicles, mountain biking, birding, and visiting natural and cultural heritage sites. The BLM provides these opportunities where they are compatible with other authorized land uses, while minimizing risks to public health and safety and maintaining the health and diversity of the land.

The BLM administers 205,000 miles of fishable streams, 2.2 million acres of lakes and reservoirs, more than 6,400 miles of floatable rivers, more than 500 boating access points, over 60 National Back Country Byways, and 300 Watchable Wildlife sites. The public lands provide habitat for more than 3,000 species of mammals, birds, reptiles, and fish. Big game animals, including elk, pronghorn, mountain sheep, caribou, deer, and moose, live on western public lands, as do waterfowl and many species of small game animals. And the BLM manages over 4,500 miles of National Scenic, Historic, and Recreational Trails, in addition to thousands of miles of multiple use trails that are available for motorcyclists, hikers, equestrians, and mountain bikers.

II.1.2 Strategic Issues Related to Recreation

Over 94% of the American people participate in some form of outdoor recreation, and visitation to the public lands is projected to grow to approximately 75 million visitor days in 1999. It is anticipated that demand for recreational resources will expand in keeping with growth in our national population and changes in demographics and distribution of population in the West. Recreational choices have also been changing, resulting in the following impacts:

- < employment and economic growth;
- < new demands on local governments for services, leading to even more need for the BLM to work with communities; and
- < declining environmental health because of overuse in some localities.

Quality outdoor recreation opportunities depend on healthy land and water resources. The aesthetic and natural values offered by recreation lands can be sustained by informing users how they can minimize impacts to the land, and -- when necessary -- by managing the type and location of physical access to recreation lands. Well-designed, universally-accessible facilities contribute to a quality recreation experience and sustain the resources that provide the recreation opportunities. Working with partners and users, BLM is implementing a recreation fee program to help improve the quality of services provided. The BLM also has an aggressive program directed toward improving the physical conditions of its facilities at recreation areas.

II.1.3 Related Budget Accounts, Budget Activities, Subactivities:

Code	Primary Budget Accounts Contributing to Recreation Activities
	Management of Land & Resources
	Wildlife and Fisheries
1110	Wildlife Management
1120	Fisheries Management
	Recreation Management
1220	Recreation Resource Management
1230	Recreation Operations - Fees
	Resource Protection & Maintenance
1610	Resource Management Planning
	Transportation and Facilities Maintenance
1651	Operations
1652	Annual Maintenance
1653	Deferred Maintenance
	Workforce & Organizational Support
2100	Construction
	Oregon & California Grant Lands
6200	Transportation-Facilities Maintenance
6300	Resource Management
	Service Charges (Recreation Permit Cost Recovery)

II.1.4 Proposed Legislation

The achievement of these performance goals is not contingent on the enactment of any proposed legislation.

II.1.5 Impact of FY 2000 Budget Changes

FY 2000 proposed funding for the recreation program is about the same as the FY 1999 enacted funding level. No significant changes in workload accomplishments are anticipated.

II.1.6 Exhibit A - Performance Plan

				FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)
GPRA Program Activity 01.01				75,531	77,503 ³
Provide opportunities for environmentally responsible recreation					
Long-Term Goal 01.01.01:					
<i>Manage outdoor recreation areas and activities to achieve and maintain public land health standards. By 2002, satisfy 82% of users with the condition of recreation areas.</i>					
FY 2000 Annual Performance Goal:					
01.01.01.00 In FY 2000, 78% of users are satisfied with the condition of BLM recreation areas.					
Performance Measures	FY 1997 Actual	FY 1998 Plan	FY1998 Actual	FY 1999 Operating Plan BA	FY 2000 Proposed
1. Percent of users satisfied with the condition of BLM recreation areas- (national data collection)	71	72	- ⁴	75	78

Annual Goal Details

Recreation area condition has a great impact on users' recreation experience. Visitor satisfaction with any site or area depends on both the condition of the area and the expectations of the visitor. Thus, the BLM must not only manage its areas to preserve and improve their condition, but also communicate with actual and potential visitors regarding the nature of the resource, its condition, and the presence of any facilities. Effective communication is just as important as effective maintenance and land stewardship to ensure that the public's expectations match the on-the-ground reality.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

Information on customer satisfaction with the condition of BLM recreation areas will be obtained through a national survey of recreation users conducted and analyzed by an independent contractor. The survey instrument requires OMB approval prior to implementation. Additional customer satisfaction data may be gathered through site-specific surveys, such as those conducted in conjunction with the fee demonstration program. As required by Congress, in 1998 the BLM also conducted a survey of their recreation customers who used facilities requiring fees-- 91 percent of the customers were satisfied with the facilities and a majority thought that the fee required was a good value for the services received.

³ Dollars shown here are current budget authority only.

⁴ Recreation satisfaction was measured at the highest quality fee sites only in FY 1998. The results of the smaller sample size showed 91% satisfaction. A broader survey at fee and non-fee sites was not conducted in 1998, but will be conducted in 1999 and 2000. BLM expects satisfaction levels to be lower at non-fee sites.

Long-Term Goal 01.01.02: <i>Provide easy access to outdoor recreation information for the public lands. By 2002, increase the percentage of users satisfied with interagency electronic recreation information and services to 85%.</i>					
FY 2000 Annual Performance Goal: 01.01.02.00 By 2000, 80% of users will be satisfied with recreation information and services accessed electronically.					
Performance Measures	FY 1997 Actual	FY 1998 Plan	FY1998 Actual	FY 1999 Operating Plan BA	FY 2000 Proposed
1. Percent of users satisfied with recreation information and services accessed electronically- (national data collection)	NA ⁵	NA	NA	75 ⁶	80

Annual Goal Details

Currently, the BLM is expanding its public outreach by making information and services available electronically. Users' experiences when using electronic means to access information will affect their perception of the BLM and its recreational opportunities. This indicator is assessed by a user survey designed to determine user satisfaction with the electronic recreation information and services provided by the BLM.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

A customer satisfaction survey is being developed for the interagency recreation website, Recreation.Gov. The questionnaire will be the model that will be used to assess customer satisfaction with electronic information and services on BLM recreational opportunities.

⁵ NA designates measure or goal that did not apply to a particular year. For example, some goals begin in a later year, or a project did not start at that time.

⁶ Data is estimated. Because this system is new and data is limited on BLM recreation sites, user satisfaction is anticipated to be low. First year data collection will require adjustment to this and other year targets.

Long-Term Goal 01.01.03:

Provide outdoor recreation opportunities within the BLM's local and regional recreation niche to satisfy users, considering the availability of other providers. By 2002, 100% of field offices will manage recreation facilities and resources within BLM's market niche⁷ and 77% of recreation customers will be satisfied with their experience.

FY 2000 Annual Performance Goal:

01.01.03.00 95% of field offices are managing recreation activities and resources within BLM's local and regional market niche(s), and 74% of BLM recreation customers are satisfied with their experience.

Performance Measures	FY 1997 Actual	FY 1998 Plan	FY1998 Actual	FY 1999 Operating Plan BA	FY 2000 Proposed
1. Percent of field offices managing recreation activities and resources within BLM's defined niche(s), considering opportunities from other local recreation providers.	NA	NA	NA	90	95
2. Overall recreation customer satisfaction- (national data collection)	77	NA	73	73	74

Annual Goal Details

The BLM outdoor recreation strategy directs BLM offices to identify areas for management emphasis, just as commercial enterprises target segments of the population to focus their products and services. These focal areas are called "niches." This customizes management of each local area according to its ability to provide products and services, visitor use characteristics, and opportunities offered by other recreation providers. It directs available recreation funding to the most significant resources and intensively used areas without duplicating other providers. BLM offices may identify more than one niche, depending on the resources and use patterns. The BLM measures satisfaction of customers in processing permits as a means of identifying how well we manage uses and the ease in making opportunities available to the public and business.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

Recreation programs in all field offices use the niche management concept to prioritize and direct program funding and workforce efforts to the primary areas of management emphasis. Program funding will be allocated to areas/activities that have been identified for high priority emphasis under the niche management concept. Field offices will periodically reassess niches to ensure that current conditions are reflected. Customer satisfaction surveys are directed to users every two years. Staff in the Recreation and Management Systems Programs assess the data and recommend program changes based on their findings.

⁷ A recreation niche is similar to a market segment. The BLM considers the availability of other opportunities in local markets before it determines what services it will provide. The BLM is perhaps best known for extensive, informal outdoor recreation opportunities, but will provide developed facilities when there is unmet demand.

Long-Term Goal 01.01.04:

Contribute to the Nation's economy and social well-being by providing opportunities for recreation, travel and tourism on the public lands. By 2005, apply economic models to quantify the economic effects of recreation in six States. By 2002, increase recreation fee collections to \$9,500,000 and State grant funds to \$11,000,000.

FY 2000 Annual Performance Goal:

01.01.04.00 In FY 2000, four BLM States will quantify the economic effects of recreation, and fee collections will be increased to \$8,900,000 and State grant funds total \$9,340,000.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number/percent of BLM States in which econometric models quantify the effects of recreation (national data collection)	NA ⁸	NA	NA	NA	4 30%
2. Recreation fee collections, including pilots (000's) and State grant funds (000's)	3,667 NA	NA NA	6,100 12,136 ⁹	7,400 7,503	8,900 9,340

Annual Goal Details

The public lands are crucial to the economic well-being of many communities. The BLM will implement a local/regional economic model to help identify the effects of public land recreation on a local, regional, and national level. The data will help the BLM manage recreation opportunities, facilities, and activities, and will be used to consider effects of these decisions on local communities' economic and social development. Use trends from BLM recreation sites are correlated to the health of the economy. Increases and decreases in recreation may have a direct effect on economies and vice versa.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within The GPRA Program Activity

A national coordinator will implement an economic impact methodology. Initially, the national coordinator will work directly with four field offices. At each site, recreation managers will collect and record specified visitor data, capturing seasonal activity and variance. Each recreation manager will then forward the visitor data to the national coordinator. The national coordinator will analyze and interpret the data using an electronic research tool. Based on the findings, the coordinator will produce an initial economic impact briefing, followed by an extensive economic impact report in FY 2001.

The BLM has been increasing the number of recreation sites at which it collects fees. Fees are collected for use of the public lands, including use by commercial outfitters and guides, and vending, as well as non-commercial use in special areas, group and competitive use, campgrounds, and other services. The BLM uses a variety of collection methods, including iron rangers (pipe safes for depositing fees), campground hosts, entrance stations, and automated fee stations. Collections also require considerable personnel resources in each office to count the collections and make deposits.

⁸ Goals were not established until FY 2000.

⁹In FY 1998 there were large one-time sums provided in CA and ID

II.2 Provide Opportunities for Environmentally Responsible Commercial Activities

II.2.1 Description

The public lands produce products that are key to the Nation's economy, providing economic stability and growth for local and regional economies. Public lands also provide substantial returns to the American people. In 1998, these activities generated \$1.3 billion in revenue. Energy and mineral royalties, rents, bonuses, sales, and fees accounted for nearly \$1.2 billion of the total. The direct and indirect economic impact of energy and mineral production on the public lands amounted to an estimated \$26 billion.

As of 1998, the public lands:

- < produce about 31% of the Nation's coal, 47% of its geothermal electrical capacity, 11% of its natural gas, and 5% of its oil.
- < produce more than 20% of the Nation's helium and generate more than \$1 million a year by providing fee-for-use storage facilities to the helium industry.
- < produce a large portion of the Nation's fertilizer minerals, building and construction materials, industrial clay, gold, silver, and other metals.
- < contain 356 coal leases and about 49,700 oil and gas leases, of which 20,000 were producing.
- < contain about 300,000 active mining claims.
- < produce nearly 13 million cubic yards of sand and gravel and other mineral materials.
- < produced 257.5 million board feet of timber, amounting to about 6% of Federal production.
- < provide livestock grazing for more than 17,000 operators on about 164 million acres of public land in 16 western States. About 88% of the cattle produced in Idaho, 64% of the cattle in Wyoming, and 63% of the cattle in Arizona graze at least part of the year on public rangelands.

Every year thousands of companies apply to the BLM to obtain Rights-of-way (ROW) grants to use public lands, including transmission lines, pipelines, and communications sites, and other special leases or permits for uses such as filming. These uses of the public lands are central to the livelihood and culture of many local communities, providing for the basic infrastructure of society.

II.2.2 Strategic Issues Related to Commercial Activities

The nature and scope of commercial activities have changed over time and will continue to evolve as new technologies are developed and as the population increases in the United States, particularly in the West. To accommodate future competing demands on limited resources, BLM will need to direct even greater effort to maintaining the health of the land. Measures to protect the environment must be strengthened at the planning and leasing/permitting stages. Compliance must be ensured through inspection and enforcement. Public lands can meet multiple-use needs only if the land is kept healthy and productive.

Section 204 of the Federal Land Policy Management Act (FLPMA) requires the Secretary to review certain land withdrawals in the 11 Western States to determine if they should be continued, modified, or revoked. Among the first to be reviewed by the BLM are the Bureau of Reclamation's withdrawals. About 2.5 million acres of public land are expected to return to BLM administration as a result of this review. The Federal Energy Regulatory Commission relicensing reviews are another example. One of BLM's opportunities lies in making these lands available for multiple-use management.

The BLM is committed to improving the quality of service provided to the American people. In 1995, the BLM conducted its first national survey, using a random sample of over 7,000 customers. Customers rated their experiences with the BLM on a scale of 1 to 7, with 1 meaning "needs improvement" and 7 meaning "excellent." Among six categories of use authorization, oil and gas leases scored the lowest with a rating of 4. The BLM will need to work to improve customer service in most of the use authorization categories. The agency will accomplish this by streamlining use authorization/permitting processes, reducing use authorization processing delays, or other means.

As part of this streamlining effort, the BLM will conduct pilot studies to evaluate the feasibility of using a performance-based approach to managing commercial activities on the public lands. Under this approach, only the end result or objective to be achieved will be specified. The public land user will then propose the method or means to achieve it, consistent with existing laws and regulations.

Studies by the BLM and the Department reflect concern over the potential for significant environmental and safety problems created by abandoned mines and orphan wells. While many of these were not required to be reclaimed or bonded in the past, the potential liability still exists. The BLM must have adequate financial assurance, such as bonds, to help alleviate problems caused by current and future failed commercial uses.

Because additional funding will be needed to address these issues, the BLM will emphasize cost recovery and other means to increase available funding.

II.2.3 Related Budget Accounts, Budget Activities, Subactivities:

Code	Primary Budget Accounts Contributing to Commercial Activities
	Management of Land and Resources
	Land Resources
1020	Rangeland Management
1030	Forestry Management
	Energy and Minerals
1310	Oil & Gas Management
1320	Coal Management
1330	Other Mineral Resources Management
	Realty and Ownership Management
1420	Cadastral Survey
1430	Land & Realty Management
	Resource Protection & Maintenance
1610	Resource Management Planning
	Workforce & Organizational Support
	Mining Law Administration
1990	Administration
1992	Fee Collection
	Oregon & California Grant Lands
6100	Construction & Acquisition
6300	Resource Management
6400	Information & Resource Data System
8100	Range Improvements
	Service Charges (Deposits and Forfeitures)
	Miscellaneous Trust Funds
9900	Helium

II.2.4 Proposed Legislation

The achievement of these performance goals is not contingent of the enactment of any proposed legislation.

II.2.5 Impact of 2000 Budget Changes

Initiative: Responsible Use and Environmental Compliance of Rangelands

A decision by the Interior Board of Land Appeals (IBLA), “Comb Wash Decision” (140 IBLA 85) dated August 21, 1997, clarified the nature and degree of National Environmental Policy Act (NEPA) and planning requirements BLM must follow before re-authorizing livestock grazing permits or leases.

The BLM is requesting a funding increase of \$2,500,000 in FY2000 within the Management of Lands and Resources (MLR) account to respond to the increased workload associated with the IBLA ruling. The additional funds would be used to support interdisciplinary, site specific environmental compliance reviews and analysis before livestock grazing permits or leases are renewed. The BLM anticipates having to issue or renew approximately 3,000 permits/leases in FY 2000. Of these, 1,883 are from 10-year permits that will expire in FY 2000. Specifically, this means that interdisciplinary teams will be compiling monitoring data to support the corresponding 3,000 environmental reviews and development of assessments, as

appropriate. This is a significant increase in workload over past years. Given BLM's current understanding of its legal requirements, interdisciplinary teams composed of members representing wildlife, range, wild horses and burros, cultural, recreation, wilderness, and others, can now invest from one to several weeks in compliance reviews and in preparing detailed environmental assessments.

This detailed analysis will increase workload, but it will facilitate incorporation of Standards and Guidelines into livestock management practices, and will ensure a decisionmaking process that recognizes and balances competing resource values. The analysis and actions that result from this initiative will make substantial progress towards restoring and maintaining the health of public lands. A subset of long-term goal 01.02.02 *Manage Commercial Activities* reflects this work.

Initiative: FERC Hydro-power Project Re-licensing

Nearly 250 FERC licenses for existing hydropower projects on Federal lands are coming up for renewal over the next several years. There will be 43 "active" FERC projects on BLM-administered lands that will require relicensing review between FY 2000 and FY 2010, and an even larger number of active cases off public lands which may affect BLM administered lands. The magnitude of the relicensing workload exceeds the BLM's present capability. The BLM is requesting an additional \$700,000 within the Management of Lands and Resources account and will use \$500,000 of base funding. The workload is concentrated in Oregon, Washington, Idaho, and California.

The FY 2000 budget increase will include an inventory of resource values and lands affected by hydropower projects, written input on resources and mitigation to FERC, input and review of project Environmental Impact Statements (EIS), involvement in interagency coordination and negotiations, and other project specific requirements. In order to complete input to these projects effectively, BLM must begin to gather information prior to relicensing efforts.

This effort is consistent with the Department's Resource Restoration and Protection Initiative: Our Legacy for Future Generations, that focuses on the importance of maintaining the natural and cultural diversity of resources the Department is bound by law to conserve and protect. This initiative also supports the BLM's long-term goal of managing commercial activities to achieve and maintain public land health standards and to restore and maintain riparian areas and priority watersheds. Performance goal 01.02.01 addresses FERC re-licensing.

II.2.6 Exhibit A - Performance Plan

	FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)	
GPRA Program Activity 01.02 Provide Opportunities for Environmentally Responsible Commercial Activities	224,370	232,894	
Long-Term Goal 01.02.01: <i>Contribute to the Nation's economy by providing opportunities for the production and transport of commercial goods and services. Annually report to the public the economic value of commercial activities on BLM lands.</i>			
Performance Statistics			
FY 2000 Annual Performance Goal: 01.02.01.00 Report annual economic benefits of commercial activities- statistics			
Estimated Market Value of Production Resulting From Public Land Commercial Activities (millions \$)¹⁰			
Data	1997	1998	1999/2000
Oil and Gas Leasable Minerals	6,517	6,241	This data will be reported after the completion of the FY. The economic value of the commercial activities on the public lands reflects the investment decisions of thousands of individual operators. BLM facilitates these activities through the timely processing of leases and authorizations for commercial development.
Coal Leasable Minerals	3,044	2,826	
Other Leasable and Salable Minerals	1,392	1,358	
Locatable Minerals	1,207	1,204	
Grazing	89	95	
Timber	129	107	
Realty	18	18	
Total	12,396	11,849	

¹⁰ Source- BLM Annual Reports

Estimated Economic Impact of Production From Public Land Commercial Activity (millions \$)¹¹			
Data	FY 1997	FY 1998	FY 1999/2000
Oil and Gas Leasable Minerals	11,991	11,483	This data will be reported at the end of each FY. The economic value of commercial activities on the public lands reflects the investment decisions of thousands of individual operators. The BLM facilitates these activities through the timely processing of leases and authorizations for commercial development.
Coal Leasable Minerals	7,914	7,348	
Other Leasable and Salable Minerals	3,619	3,531	
Locatable Minerals	3,138	3,130	
Grazing	384	410	
Timber	439	365	
Realty	43	43	
Total	27,528	26,310	

Revenue Generated From Public Land Commercial Activity (millions \$)				
	FY 1997¹² BLM Actual	FY 1998¹³ BLM Actual	FY 1999 BLM Estimates	FY 2000 BLM Estimates
Oil and Gas Leasable Minerals ¹⁴	834	787	777	767
Coal Leasable Minerals	346	321	407	429
Other Leasable and Salable Minerals	76	83	83	83
Locatable Minerals	36	30	29	29
Grazing	14	14	15	15
Timber	83	72	72	72
Realty	9	10	11	11
Total	1,398	1,317	1,394	1,406

¹¹ Source- BLM Annual Reports

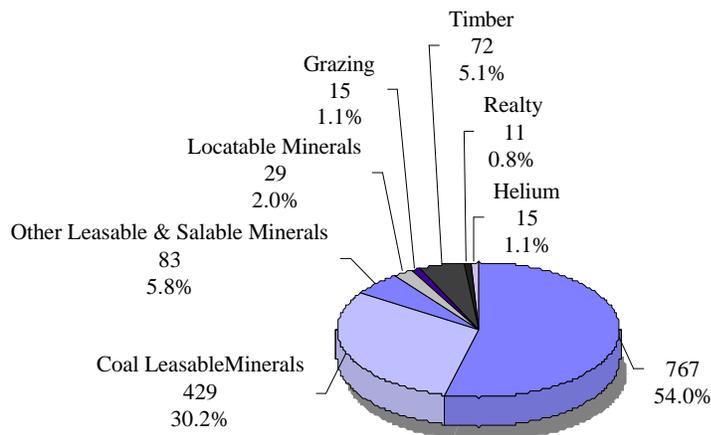
¹² Source- BLM Annual Reports

¹³ Source- BLM Annual Reports

¹⁴ Does not include helium and CO2 revenues. CO2 revenue is included under other minerals.

Revenue Collected From Other Select BLM Commercial Activity (in millions)				
	FY 1997 BLM Actual	FY 1998 BLM Actual	FY 1999 BLM Estimates	FY 2000 BLM Estimates
Helium Operation ¹⁵	21	15	15	15

Estimated Revenue Generated Public Land Commercial Activities (FY 2000) (millions of \$ and percent of total)



Annual Statistics Details

The economies of many western communities depend on the public lands. This goal is developed to track the economic contribution of commercial activities. It does not establish a production performance target; instead, it summarizes annual performance results. Although commercial enterprises directly control production outputs, BLM's decisions on providing opportunities for commercial use impact the level of use sustained by the public's resources. In particular, BLM's ability to meet resource use demands is critical to achieving the contributions listed above. The statistics present the magnitude of annual economic benefits in terms of economic value, as well as portraying the impacts of commercial activities and the revenue collected from existing commercial opportunities on BLM public lands.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

The commercial activities economic benefits table presents statistics for oil and gas, coal, locatable minerals, other leasable and salable minerals, grazing, timber and realty. Work supporting commercial opportunities includes routine planning, use authorizations, and operational supervision and compliance. These activities represent a large share of BLM's total workload. There are some 40 workload measures in the Budget Justification that are inputs or outputs relating to these outcomes.

¹⁵ The majority of helium revenue is from sales of helium reserves produced from public and private lands. This figure includes Federal royalties not included in the tables above under Oil and Gas Leasable Minerals.

Long-Term Goal 01.02.01, continued:

Contribute to the Nation's economy by providing opportunities for the production and transport of commercial goods and services. By 2002, complete BLM recommendations on 7.25 million acres of Bureau of Reclamation withdrawal reviews and 43 Federal Energy Regulatory Commission relicensing reviews and, where appropriate, open the lands to other multiple use opportunities.

FY 2000 Annual Performance Goal:

01.02.01.00 Complete reviews on 40% of BOR withdrawals and 4% (two) Federal Energy Regulatory Commission relicensing applications.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of BOR withdrawn acreage reviewed, recommendations made by BLM and forwarded to the Secretary (cumulative)	NA	20	16	30 (2.18 mil ac)	40
2. Percent of Federal Energy Regulatory Commission Relicensing reviews completed. (cumulative)	NA	NA	NA	NA	4

Annual Goal Details

Since 1902, the Bureau of Reclamation (BOR) has withdrawn lands from mineral entry and other public land uses to reserve these lands for authorized dams, reservoirs, or associated projects. These water and/or power sites often were not developed because they were not needed or were unsuitable, or because better sites nearby were used instead. Some lands may be proposed for development in the future or may be needed for buffers or associated activities with existing dam sites. Those withdrawals that are no longer needed may be revoked or terminated. Reviews will be conducted by BLM and BOR staff to determine the appropriateness of continuing these withdrawals. Recommendations are sent to the Secretary of the Interior for final decision. In FY 2000, 2 out of 43 total are scheduled to be completed.

Under the Federal Power Act of 1920, the FERC authorized water power projects on FERC withdrawn lands for hydro-power development up to 50 years. When the term of the FERC licence is near its expiration date (5-6 years), the applicant must apply for relicensing to keep the project operational. This is an opportunity for BLM and other agencies to review these applications through FERC's relicensing process. BLM may recommend, and sometimes require, that certain conditions to enhance resource values be incorporated into the license. These include enhancement of fishery and wildlife values, recreation opportunities, protection of cultural resources and other values.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

Lands staff will work on this goal. Withdrawal reviews generally take between 1 and 3 work months each, depending on the size and complexity. Withdrawal review work will require 60 work months in FY 2000. New funding of between \$1-1.3 million per year will be needed for FERC reviews. \$500,000 in base funds and \$700,000 in additional funds were requested in 2000. Funding will be used for studies, evaluation, and NEPA work to develop standards or requirements for enhancement of resource values.

Long-Term Goal 01.02.02: <i>Manage commercial activities to achieve and maintain public land health standards. By 2000, incorporate comprehensive land health standards into all new commercial use authorizations.</i>					
FY 2000 Annual Performance Goal: 01.02.02.00 100% of NEPA documents for new commercial authorizations address achievement of land health standards.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of NEPA documents for new commercial authorizations that address land health standards	NA	NA	NA	100	100 ¹⁶

Annual Goal Details

This long-term goal involves implementing comprehensive land health standards for all commercial use authorizations on public lands, where such standards have been incorporated into existing land use plans (also see goal 02.01.01). The ultimate objective is to maintain land health while providing the American public with opportunities for environmentally responsible commercial activities. As a major step toward achieving the objective, this annual goal ensures that field offices must properly address land health standards when conducting NEPA compliance for all new use authorizations.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

The NEPA process is a routine requirement occurring in every major resource management action taken by BLM. It is one of the steps involved in processing leases, grants, permits, licenses, plan approvals, etc. The workload associated with the processing of these actions is an integral part of the use authorization workloads listed under Program Activity 01.02. However, this goal establishes specific requirements that must be addressed in NEPA documents in the future. All employees processing use authorizations will work on this goal, as will those having input to the NEPA documents.

¹⁶ Although 100% may be reached in FY 1999, this measure will continue to track compliance of all future authorizations.

Long-Term Goal 01.02.02, continued:

Manage commercial activities to achieve and maintain public land health standards. By 2000, 211.0 mmbf of timber are offered for sale under the standards and guidelines for land health outlined in the Pacific Northwest Forest Plan.

FY 2000 Annual Performance Goal:

01.02.02.00 In FY 2000, 211.0 mmbf (34,815 mcf) of timber is offered for sale in Western Oregon under the standards and guidelines for land health outlined in the Pacific Northwest Forest Plan.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Timber offered for sale in Oregon under the standards and guidelines outlined in the Pacific Northwest Forest Plan (mmbf) (national data collection)	212.0	212.0	257.5 ¹⁷	211.0 (34,815 mcf)	211.0 (34,815 mcf)

Annual Goal Details

In 1993, a plan for managing the forests on Federal land in the Pacific Northwest was adopted. This plan has three parts: a program for managing the forests to achieve both sustainable levels of timber production and protection of biological diversity; a system for coordinating Federal agency implementation of the forest management effort and receiving advice from non-Federal interests; and an initiative for providing economic assistance and job retraining to displaced timber workers, communities, and others who were adversely affected by reductions in timber offered for sale. Following allocations of land use, approximately 16% of the land base was classified as a matrix from which Probable Sale Quantity (PSQ) could be removed over time. The allocation of Allowable Sale Quantity (ASQ) to BLM was 211 million board feet (mmbf) for western Oregon and 2.5 mmbf for California. Subsequently, many of the forestlands in California were exchanged for riparian, wetland, and recreation lands. The PSQ has not been officially reduced; however, this goal relates only to the Oregon lands portion of the Pacific Northwest Forest Plan.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

This program is funded through the O&C appropriations in Oregon and Management of Lands and Resources appropriations in California. The process required to offer timber for sale requires input from many programs and specialists to orchestrate NEPA compliance, access, sale layout, marking and cruising, inventories and examinations for various life forms, protection of sensitive areas, compliance with sensitive species issues, coordination with other Federal and State agencies, and rehabilitation of disturbed areas.

¹⁷ In FY 1998, the BLM in western Oregon exceeded its annual Allowable Sale Quantity (ASQ) of 211 MMBF by offering 257.5 MMBF. The Forest Plan requires that the BLM achieve an annual average offering of ASQ on a decadal basis. The BLM's higher level of achievement in FY 1998 compensates for volumes not offered in FY 1995 and FY 1996.

Long-Term Goal 01.02.03:

Improve customer service to commercial users. By 2002, reduce 100% of oil and gas and rights-of-way use authorization delays and increase commercial use customer satisfaction with BLM's authorization processes to 74%.

FY 2000 Annual Performance Goal:

01.02.03.00 Use authorization delays for rights-of-way and oil and gas applications for permit to drill are cumulatively reduced from the 1998 baseline by 30% and 10 % (respectively), and customer satisfaction with use authorization processes is increased to 70%.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Cumulative percent reduction in rights-of-way use authorization delay (national data collection)	NA	10	5	20	30
2. Cumulative percent reduction in use authorization approval delay for oil and gas applications for permit to drill (APDs) (national data collection)		2970 APDs approved; 494 of the APDs were delayed due to reasons within BLM's control. ¹⁸		10	10
3. Satisfaction of commercial use customers- (national data collection)	70	NA	64	66	70

Annual Goal Details

Timely processing of right-of-way (ROW) applications is critical to the economic well-being of many communities. The BLM wants the American people to be aware of the responsibilities the BLM has in aiding the development of the nation's infrastructure and the major contributions we are making in meeting these responsibilities. This goal establishes a performance target that requires the BLM to reduce the number of backlogged ROW applications 20% per year for a 5-year period. As of 6/17/98, the BLM had a total of 1,158 backlogged ROW applications. The BLM intends to eliminate this backlog by the end of FY 2002.

The BLM approves a significant number of applications for permits to drill (APDs) each year. The BLM must approve an APD before an operator may begin drilling operations on Federal and Indian lands. APDs include information such as the operator's drilling program and surface use plan, archaeological clearances, surveyor plats, and proof of bonding. Before the BLM approves an APD, by law it must be posted for 30 days. An analysis of BLM's APD processing in 1998 determined that 16.6% (435) of APD applications (2970) are delayed beyond 35 days for reasons within BLM's control, while another 34.5% (1025) are delayed for reasons beyond the control of BLM.

The BLM is committed to improving the quality of service provided to the American people. In 1998, the BLM followed up the 1995 survey of use authorization customers. The random sample survey of existing customers asked how well the BLM provided service quality, processed permits, managed the regulatory process, and managed the natural resources entrusted to BLM's stewardship.

¹⁸ source AFMSS.

The results for 1998 were mixed. The Oil and Gas program saw the biggest increase in customer satisfaction by six percentage points. The grazing permit customers saw a seven point increase in service quality. The Rights-of-Way Program saw noticeable decreases in satisfaction. In 1999, the BLM has continued with streamlining the use authorization/permitting process started in 1996.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

Processing ROW applications requires managerial, technical, and support staff contributions from all levels of the BLM. The BLM currently administers over 78,000 ROWs nationwide. Each year the BLM processes over 5,000 ROW actions (including, but not limited to, grants assigned, denied, withdrawn, or renewed), including over 2,000 new or amended grants. There are approximately 250 employees at BLM State and Field Offices who have direct responsibility for processing ROW applications. These individuals devote from 25% to 100% of their time processing ROW applications or administering the grants. Other individuals are tasked on an as-needed basis to supply technical information required in the decisionmaking process for each individual ROW application. These ad hoc ROW processing personnel can spend up to 25% of their time processing ROW applications. Efforts to improve the efficiency of processing ROWs include, but are not limited to, increasing staffing levels, contracting ROW processing work to private industry, reengineering the existing processing procedures, adapting to changes in the environment of our customers and within the agency itself, shifting priorities, and making greater uses of technology.

Fluid minerals staff and surface-use specialists will be required to efficiently process APDs. Field staff will also be required to hold outreach workshops for BLM customers to explain the APD process, and to include APD sessions in industry-sponsored workshops when practical. Approval times and causes for delays will be tracked on a regular basis, using the Automated Fluid Minerals Support System (AFMSS). Number of APDs processed will be reported under the workload measures in the Budget Justification. Although funding for oil and gas is flat, APD processing is considered one of our highest priorities. While we will make every effort to prevent delays, some may occur due to competing priorities.

Customer satisfaction data for BLM's commercial programs is collected biannually. The next survey for use authorization/commercial areas will be conducted in FY 2000. To realize increases in customer satisfaction, the related programs and applicable States must take action to respond to customer needs and effectively manage customer expectations. Often, programs can increase customer satisfaction by reengineering all or part of a given process, which may lead to decreases in overall and unit costs as well.

Long-Term Goal 01.02.04:

Reduce existing and future liabilities created by abandoned, inactive, or unauthorized commercial activities. By 2002, remediate priority abandoned mine sites that are degrading or threaten to degrade water quality.

FY 2000 Annual Performance Goal:

01.02.04.00 In FY 2000, 75 abandoned mines which degrade water quality are improved or remediated.

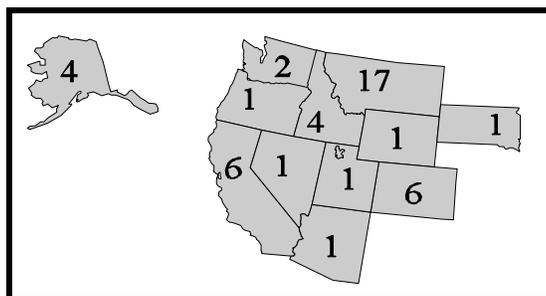
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of abandoned mine sites which degrade water quality that are being improved or remediated.	19	13	25	45 ¹⁹	75

Annual Goal Details

Federal land managers have been working with States for several years to find cost-effective strategies for improving water quality in watersheds affected by abandoned mine lands that are totally or partially under the jurisdiction of Federal agencies. Currently available inventories indicate tens of thousands of abandoned mines on Federal lands. To focus scarce financial and human resources, Federal agencies have developed a watershed priority-setting approach that includes close collaboration with State and local agencies and Tribes, as well as consultation with private interests. The priority sites included in this process were determined after examining the known sites, based on BLM and State priority criteria.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

The sites identified below will be reclaimed in partnership with State, Federal and local agencies as well as private interest groups. Much of the on-the-ground reclamation work would be accomplished through contracts. Related budget subactivity workload measures in the Budget Justification are soil, water and air (1010): abandoned mine reclamation projects, water quality compliance actions, water quality management projects; and Alaska minerals (1380): Alaska abandoned mine assessments.



Number of Abandoned Mine Sites Affecting Water Quality With BLM Cleanup Actions Underway in FY 1999

¹⁹ Some funding in FY 1999 will be for site assessment and planning to identify remediation efforts in FY 2000. This explains why more sites can be remediated in FY 2000 with the same funding as in FY 1999.

Long-Term Goal 01.02.04, continued:

Reduce existing and future liabilities created by abandoned, inactive, or unauthorized commercial activities. By 2001, revise regulations to require adequate financial assurances for current and future commercial activities.

FY 2000 Annual Performance Goal:

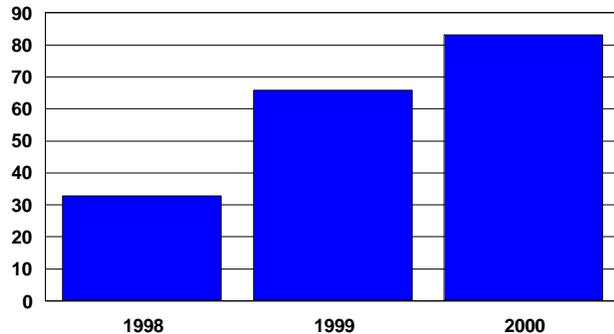
01.02.04.00 83% of regulations are reviewed for adequacy of bonds or other financial assurances, and needed revisions are initiated to protect the financial interests of the public.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of regulations reviewed for adequacy of bonds or other financial assurances and needed revision initiated (cumulative, national data collection)	NA	33	33	66	83

Annual Goal Details

Failed commercial uses could generate in the future, and have created in the past, long-term liabilities for the American tax payers. The BLM must have adequate financial assurance, such as bonds, to help alleviate or avoid these liabilities in the future. Review and revision of the bonding rules are the basic steps necessary to achieve this objective.

Regulations Reviewed and Needed Revisions Initiated (percent)



Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

BLM Washington Office Groups will assume the lead role in forming teams with selected field experts to review current financial assurance requirements (including bonding) and to revise regulations if needed. Field offices will then implement the up-to-date regulations. The rulemaking process could be long, but the workloads are relatively small and are considered in the Annual Work Plan for the respective program budgets.

II.3 Preserve Natural and Cultural Heritage Resources

II.3.1 Description

The public lands contain exceptional geologic formations; rare and vulnerable plant and animal communities; wild free roaming horse and burro herds; wilderness areas and wild and scenic rivers; and innumerable paleontological, archaeological, and historical sites. These resources are scientifically, ecologically, educationally and recreationally important, representing a significant part of our Nation's natural and cultural heritage.

Congress has passed a variety of laws concerning the management and use of these heritage resources, including the Antiquities Act (1906), the Wilderness Act (1964), the National Historic Preservation Act (1966), the Wild and Scenic Rivers Act (1968), the Wild Free-Roaming Horses and Burros Act (1971), the Endangered Species Act (1973), the Sikes Act (1974), the Federal Land Policy and Management Act (1976), the Archaeological Resources Protection Act (1979), and the Native American Graves Protection and Repatriation Act (1990). The BLM is generally required to inventory, evaluate, and, where appropriate, protect these legacies for the use and enjoyment of the American people. Some laws provide for specific protection of heritage resources, and BLM enforces these on the public lands.

II.3.2 Strategic Issues Related to Natural and Cultural Heritage

For both cultural resources and native plant and animal communities, BLM's goal is to work with others to develop a framework for inventory and protection efforts and for providing expedient consultations under the National Historic Preservation Act and the Endangered Species Act. The BLM recently signed an agreement with the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers, which represents an important first step in this direction for cultural resources. In addition, the National Plant Communities classification that the Federal Geographic Data Committee's Vegetation Subcommittee is developing in cooperation with The Nature Conservancy may provide a standard classification system for rare, vulnerable, and representative habitats; plant communities; and ecosystems.

Many of the laws concerning these heritage resources establish procedures for formally recognizing areas that are unique or that contain significant scientific, educational, and recreational values. Some of these designations, including wilderness areas and wild and scenic rivers, require congressional action. Others, such as "areas of critical environmental concern," are administrative.

Because these designations are often controversial, the BLM's challenge is to work with all interested parties to expeditiously identify such areas, resolve any resource use conflicts, and manage any resulting designations. The BLM will do this following established planning and impact assessment procedures. The BLM will also encourage the study and evaluation of candidate areas on a comprehensive statewide basis using the full range of available management tools in cooperation with other Federal and non-Federal parties.

Although the BLM land base has been established for some time, the precise pattern of land ownership is not rigidly fixed by law. In fact, the BLM is engaged in a continuous process of identifying opportunities for exchange and reconfiguring Federal land holdings. With the tight budgets of recent years, land exchanges are becoming an increasingly viable option for obtaining lands with key conservation values while transferring properties with development and commercial potential to State and private interests. Over time, this process will have the dual effect of rationalizing land ownership patterns, while upgrading the conservation value of Federal lands and enabling appropriate economic development in communities across the West.

The BLM understands that simply recognizing that an area contains unique and important features does not, by itself, translate into protection of the resource. Research may be necessary to determine the effects of fire, weeds, or other events. Wild horse and burro populations must be managed to ensure both the health of the land and viable free-roaming herds. Recovery plans must be implemented for threatened and endangered species. The protection of scenic values must be considered when uses are authorized. Wilderness areas and wild and scenic rivers must be managed. The BLM's challenge is to improve its understanding and on-the-ground management of recognized heritage resources.

II.3.3 Related Budget Accounts, Budget Activities, Subactivities

Code	Primary Budget Accounts Contributing to Heritage Preservation
	Management of Land & Resources
	Land Resources
1010	Soil, Water, and Air
1030	Forestry
1050	Cultural Resources Management
1060	Wild Horse & Burro Management
1110	Wildlife Management
1120	Fisheries Management
1150	Threatened & Endangered Species Management
	Recreation Management
1210	Wilderness Management
	Realty & Ownership Management
1430	Land & Realty Management
	Resource Protection & Maintenance
1610	Resource Management Planning
2100	Construction
	Workforce & Organizational Support
3100	Land Acquisition
	Oregon & California Grant Lands
6300	Resource Management
6400	Information & Resource Data System

II.3.4 Proposed Legislation

The BLM will forward, through the Secretary and the President, to the Congress proposed recommendations for two wild and scenic river designations. The BLM will also present a Final Management Plan and boundaries for the Rio Grande Wild and Scenic River and recommendations for the Squirrel River, Alaska, Congressional Study Area.

II.3.5. Impact of 2000 Budget Changes

Initiative: Headwaters Forest

The BLM is requesting a \$1,000,000 funding increase in FY 2000 within the Management of Lands and Resources account in the Forestry Management subactivity to conduct the silvicultural and watershed assessments necessary to prepare the management prescriptions and alternatives for the Headwaters Forest Coordinated Resource Management Plan/Environmental Impact Statement. The Headwaters Forest land acquisition provides a unique opportunity for Federal, State, and local agencies to combine their strengths and involve the public in a Cooperative Resource Management Plan. A cooperative agreement among three levels of government, along with a broad spectrum of interest groups, would oversee and help direct future management of the area. Such an approach would foster and perpetuate a public sense of stewardship for these important biological resources. The land acquisition is being funded by the State of California and the Federal Government and is planned to be managed as one landscape, with seamless meshing of government and private entities.

The requested funds will be used to conduct detailed watershed and habitat assessments on approximately 9,300 acres in support of the land management plan that is being prepared for the Headwaters Forest. Watershed assessments will provide the essential information on the condition and trend of vegetation, soil and water resources to enable the BLM and cooperating agencies, such as the State of California, to prepare a land management action plan to restore and protect habitat for many species, including the threatened Marbled murrelet and Coho salmon.

The existing BLM budget will support the Federal Government's share (\$300,000) of the annual base funding required to support management of the forest and \$100,000 for law enforcement and other emergency actions. An additional \$200,000 will be contributed each year by the State of California as its share. Performance goals related to this initiative include 01.03.02 (customer satisfaction with protection), 01.03.03 (conditions are improved), and 03.02.01 (multi-jurisdictional planning).

Initiative: Leaping Ahead Amphibian Evaluation

Approximately 230 species of frogs, toads, and salamanders make up the amphibian fauna of the continental United States, an area where amphibian declines have recently been observed. Habitat alteration and destruction have long been a major cause of amphibian decline. However, more recently, significant declines have occurred in protected areas in the Western United States that have not shown obvious changes in habitat. These unexplained declines may be caused by contaminants, non-native species, or disease. To understand these declines, an evaluation and quantification of the status of amphibians must be carried out by observing changes in distribution, abundance, and habitat. Additionally, there is a need for collaborative research to establish the reasons for these declines. The BLM is requesting an increase of \$1,000,000 within the Management of Lands and Resources account for this initiative.

The Secretary's Amphibian Initiative could help prevent future listings under the Endangered Species Act, and could lead directly to restoration of lands and waters, one of BLM's Strategic Goals. Since sustaining the health and diversity of the public lands for present and future generations is the mission of the BLM, we choose to actively participate in the Interagency Amphibian Task Force. This initiative increases Wildlife Management and Threatened and Endangered Species Management inventory workload measures in the Budget Justification.

Initiative: Tundra to Tropics

Tundra to Tropics is a Department of the Interior initiative addressing species dependent on habitats in the tundra regions of Alaska and the tropical habitats of Hawaii, Guam, the Commonwealth of the Northern Marianas Islands, American Samoa, Kingman Reef, Palmyra Atoll, the Federated States of Micronesia and other lands under the US. jurisdiction in the Pacific Basin. The BLM is requesting \$1,000,000 in Management of Lands and Resources to participate in the tundra portion of this initiative.

Over 50 percent of all lands managed by the Department of the Interior are in Alaska, which is home to 54 species of mammals, more than 230 species of bird, 42 species of fish, and 2 species of amphibians. However, very little baseline scientific information or data currently exists on Alaska lands and its natural resources. The Tundra to the Tropics Initiative in Alaska is a cooperative effort between the Bureau of Land Management, Fish and Wildlife Service, Minerals Management Service, National Park Service, and U.S. Geological Survey seeking to accomplish four objectives: establish baseline data on natural and cultural environment, understand ecosystem relationships and functions, evaluate the effect of human activities on Federal lands and resources, and provide effective data management and sharing capabilities.

The Tundra to Tropics initiative meets these objectives while also addressing BLM's mission of sustaining the health, diversity, and productivity of these public lands for future generations. Mission Goal 03 (Health of the Land) relates to this initiative.

Grand Staircase-Escalante National Monument

The Department and BLM are also requesting \$3,150,000 for capital improvements necessary to meet the growing public demands associated with the management of the Grand Staircase-Escalante National Monument. These funds will be used to construct the facilities, purchase the exhibits, and acquire the necessary furnishings at Cannonville, Big Water and Glendale, Utah. The Cannonville and Big Water facilities would be small office complexes and visitor contact stations to serve the northwestern and southern part of the Monument. The Glendale facility will consist of a visitor contact station which will serve the western part of the Monument. All three of these facilities are located outside of the Monument at major access points. The funding request directly supports BLM's performance goal to implement a management plan and construct facilities for the Grand Staircase Escalante National Monument, the first such monument to be managed by the BLM. Performance goal 01.03.03 addresses improving the condition of administratively recognized natural and cultural heritage resources (Grand Staircase-Escalante visitor contact station construction).

Land and Water Conservation Fund (LCWF)

Land Acquisition funds provide opportunities to acquire properties that protect threatened natural and cultural resource values, critical habitat and ecosystems, historic and cultural sites, and also benefit the public's need for outdoor recreation and open space. Land acquisitions support the BLM's strategic goals by providing opportunities for environmentally responsible recreation and preservation of our natural and cultural heritage. The BLM can effectively manage Congressionally or Administratively recognized natural and cultural heritage resources by acquiring inholdings within these areas.

The "Lands Legacy Initiative" was introduced to preserve open spaces as part of our nation's natural resource heritage. The BLM will direct its efforts toward acquisitions supporting California Wilderness and the Lewis and Clark National Historic Trail (Upper Missouri National Wild and Scenic River), and to secure key properties necessary to protect endangered species, promote biological diversity or protect lands containing scarce or critical resources. In 2000, the BLM plans to acquire nearly 374,000 acres.

II.3.6 Exhibit A - Performance Plan

		FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)		
GPRA Program Activity 01.03 Preserve Natural and Cultural Heritage		96,945	137,675		
Long-Term Goal 01.03.01: <i>Improve the BLM's ability to assess, evaluate, and protect natural and cultural resources on a landscape basis. By 2002, develop and implement a common landscape-based classification system for rare, vulnerable, and representative habitats.</i>					
FY 2000 Annual Performance Goal: 01.03.01.00 In FY 2000, one State is employing a statewide vegetation classification system for rare, vulnerable, and representative habitat types.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of States employing a State-wide vegetation classification system for rare, vulnerable, and representative habitat types (national data collection)	NA	NA	NA	0	1

Annual Goal Details

Preserving natural heritage on the public lands requires an effective approach to assessing the distribution of habitat elements of the landscape. Habitats are generally composed of distinct combinations of vegetation communities and landforms. A current problem with mapping vegetation is that most Federal agencies utilize different mapping schemes/systems. Using the Federal Geographic Data Committee's National Vegetation Classification System, the BLM plans to develop alternative classification systems and recommend a nationwide classification system for all public lands. This system will help protect ecosystem-based habitats that are representative, rare, unique, or sensitive to land use activities.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

The BLM supplements its expertise using assistance from the Universities of Wyoming and Utah under cooperative agreements. The BLM's National Applied Resource Science Center will facilitate the development of alternatives and a classification for use throughout the 11 western States. The BLM received assistance from partners and cooperators, including the other Federal land managing agencies, the U.S. Geological Survey (USGS), State wildlife agencies, and The Nature Conservancy. The BLM Director will make a decision on the final classification system to be used after review and comment by State Directors and other agency heads.

Long-Term Goal 01.03.01, continued:

Improve the BLM's ability to assess, evaluate, and protect natural and cultural resources on a landscape basis. By 2002, assist State Historic Preservation Officers (SHPOs) with the automation of existing cultural resource data to streamline the National Historic Preservation Section 106²⁰ process.

FY 2000 Annual Performance Goal:

01.03.01.00 In FY 2000, 50% of site records for recorded cultural properties on public lands are automated and 25% of site locations for recorded cultural properties are digitized.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of cultural properties recorded on public lands with automated site records (cumulative)	5	20	20	40	50
2. Percent of cultural properties recorded on public lands with digitized site locations (cumulative)	3	5	5	15	25

Annual Goal Details

Since approval of the national Programmatic Agreement (PA) in March 1997 by the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers (SHPOs), the BLM has been involved in executing steps called for under the agreement. One of the goals of the national PA is to facilitate and promote activities of mutual interest to the SHPOs and the BLM. One of these activities has been the development of comprehensive statewide surveys and inventories of historic and archaeological properties. This on-line system, which will include all site records and digitized site locations, will expedite review of section 106 undertakings. The BLM expects this system to be fully operational in all of our Western States by FY 2002.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

In FY 1998, and again in FY 1999, the BLM allocated funds for data-sharing arrangements with SHPOs. These funds are being used to automate all BLM site records and digitize all site locations. The SHPOs expect to have their systems fully operational by FY 2002, with all BLM field offices having on-line access to the SHPO systems by this time. Over the same time period, the BLM also will work simultaneously with SHPOs to help them prepare and implement historic context documents. These documents will provide a basis for understanding the range and age of archaeological and historic resources and their importance, as well as expediting the review of section 106 undertakings. At this time, we do not anticipate having sufficient funding to assist all SHPOs in completing these historic context documents by FY 2002.

²⁰ See Index of Common Terms in the back of this Plan for a definition of Section 106 consultations.

Long-Term Goal 01.03.02:

Recognize areas that contain significant or unique natural and cultural resources, or offer significant educational or interpretive opportunities. By 2002 evaluate 25% of wild and scenic river study areas in the 1999 baseline, resolve resource use conflicts, and propose manageable designations.

FY 2000 Annual Performance Goal:

01.03.02.00 In FY 2000, 10% of mandated studies for National Wild and Scenic Rivers are completed.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of mandated studies completed for National Wild and Scenic Rivers	NA	NA	NA	(baseline estimate) 5	10 ²¹

Annual Goal Details

Under the Wild and Scenic Rivers Act of 1968 (the WSR Act), the BLM is required to evaluate potential wild and scenic rivers either (1) in response to a congressionally authorized study [Section 5(a) of the Act], or (2) within the resource management planning process [Section 5(d)(1) of the Act] under the Federal Land Policy and Management Act. Factors to consider include the current status of land ownership and use in the area; reasonably foreseeable potential uses of land and water that would be affected by designation; the appropriate Federal agency to administer the river if designated; and the ability of, and estimated costs to, State and local agencies to participate in the administration of such rivers. The public, working with State, local, and Tribal governments, helps to assemble and evaluate data and to develop alternatives.

A total of 108 Resource Management Plans and 56 Management Framework Plans are in effect, and there will be nine major revisions in FYs 1999-00. These nine revisions are expected to result in 5% of the studies being completed.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

Planning team leads in each State and Field Office are required by statute (the WSR Act and FLPMA) and by BLM Manual Section 8351 to incorporate the assessment of wild and scenic rivers into their ongoing planning efforts, i.e., scoping, notice of intent, Resource Management Plans (RMPs), plan amendments, National Environmental Policy Act (NEPA) assessments, and site-specific environmental assessments involving potential wild and scenic rivers. Most of the planned river assessments are mandated by Section 5(d)(1) of the WSR Act. The BLM will require new funding in the amount of six million dollars over the period of 4 years to complete assessments of eligible river segments (in the lower 48 States) currently identified through the RMP process. Congressionally authorized study rivers have withdrawal implications; generally have a 3-year timeframe; and result in findings that must be reported through the Secretary of the Interior.

²¹ May require adjustment after baseline established

Long-Term Goal 01.03.02, continued:

Recognize areas that contain significant or unique natural and cultural resources, or offer significant educational or interpretive opportunities. In FY 2000, BLM will acquire 357,000²² acres of California Desert Wilderness Areas, critical desert tortoise habitat, recreation areas, and wildlife corridors, and 16,868 acres in additional locations.

FY 2000 Annual Performance Goal:

01.03.02.00 In FY 2000, BLM will acquire 357,000²³ acres in the California Desert and 16,868 acres in additional locations to protect natural, cultural, and other public values.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Acres acquired for protection of natural, cultural, and other public values in the California Desert and other locations	NA	NA	NA	NA	357,000 (CA) 16,868 (other)

Annual Goal Details

With additional funding from the Lands Legacy Initiative (see section II.3.5), BLM will seek to acquire 357,000 acres in the California Desert in BLM Wilderness Areas, critical desert tortoise habitat, recreation areas, and wildlife corridors. This acquisition is consistent with the California Desert Protection Act of 1994 (Pubic Law 103-433), which directed the Department of Interior to place a priority on consolidating Federal ownership within the National Park units and wilderness areas designated by the Act. The BLM will also seek to acquire an additional 16,868 acres in other locations, totaling 373,868 acres with 25 different owners.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each performance Goal Within the GPRA Program Activity

The BLM Lands and Realty staff will initiate these transactions. Often, acquisition actions take more than one year to accomplish, depending upon, among other things, the availability of targeted lands, the willingness of owners to sell or exchange lands and the time it takes to complete actions. Also, the timeframes can become protracted if cadastral survey work or inventories for threatened and endangered species or cultural resources are required. BLM has requested \$48,900,000 in its Land Acquisition Appropriation for FY 2000.

²² Actual number of acres acquired in any year is subject to various external influences, and cannot be precisely predicted this far in advance. For example, the availability of lands with owners willing to sell can change at any time. Therefore, this number is a target.

²³ Actual number of acres acquired in any year is subject to various external influences, and cannot be precisely predicted. For example, the availability of lands with owners willing to sell can change at any time. Therefore, this number is a target.

Long-Term Goal 01.03.03:

Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources. By 2002, improve²⁴ conditions in 15% of special areas.

FY 2000 Annual Performance Goal:

01.03.03.00 In FY 2000, conditions are improved in 5% of wilderness areas, wild and scenic rivers, areas of critical environmental concern, and other designated special areas.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of wilderness areas, wild and scenic rivers, areas of critical environmental concern, and other designated special areas with treatments to improve condition	NA	NA	NA	2	5

Annual Goal Details

The BLM administers some of the most diverse, unique, unusual, rare, and vulnerable special areas in the United States²⁵. These congressionally and administratively designated areas contain resources that are scientifically, educationally, recreationally, and spiritually important. They represent a significant part of our Nation's natural, scenic, biological, and cultural heritage and are worthy of preservation and stewardship for the use and enjoyment of the American people in perpetuity.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each performance Goal Within the GPRA Program Activity

The BLM State and Field Offices will be required to compile qualitative and quantitative data demonstrating area condition. Data can include results of monitoring, patrols, reclamation efforts, site-specific assessments, evaluations, status reports, activities or uses prohibited or restricted, or best management practices. A variety of technical and program personnel will be employed to complete this goal. Contractors and cooperating organizations will play a large role in completing projects to help meet this goal.

²⁴ Treatments applied within special areas are considered as having improved the condition of the area.

²⁵ Examples of such areas include Wild and Scenic Rivers, Wilderness Areas, National Conservation Areas, National Trails, National Monuments, Areas of Critical Environmental Concern, and Wild Horse and Burro Herd Management Areas.

Long-Term Goal 01.03.03, continued:

Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources. All Wild Horse and Burro Herd Management Areas reach Appropriate Management Levels by the end of FY 2002 and 100% of animals removed are accurately accounted for and monitored each Fiscal Year.²⁶

FY 2000 Annual Performance Goal:

01.03.03.00 In FY 2000, 62 Herd Management Areas are at Appropriate Management Level (AML) and 7,380 (100%) of wild horses and burros removed from public lands are accurately accounted for and are monitored for humane treatment.

Performance Measures	FY 1995 Actual	FY 1996 Actual	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
				Plan	Actual		
1. Number of Herd Management Areas reaching Appropriate Management Levels	56	63	53	0	68	65	62 ²⁷
2. Number of animals removed from public lands that are accurately accounted for and monitored	9,286	9,365	10,443	8,900	6,389 ²⁸	6,316 ²⁹	7,380

Annual Goal Details

Animals on the Range- The BLM provides for sustainable management of wild horses and burros. In carrying out these responsibilities, the BLM is subject to provisions of the Wild Free-Roaming Horse and Burro Act of 1971, as amended. This Act requires the BLM to manage these animals as a national heritage in a manner that is designed to achieve and maintain a thriving ecological balance on the public lands. To accomplish this end, the BLM determines Appropriate Management Levels (AMLs) for each of the designated Herd Management Areas (HMAs). By 1998, AMLs had been determined through the planning process for most HMAs, but not all determinations or adjustments were made according to the 1989 IBLA Decision, 109 IBLA 112. The majority of the HMAs for which AMLs remain to be determined are in Nevada and Utah. Decreases in removal of breeding animals ensures an increase in populations on the range over time. Higher populations cause a decline in the number of HMAs reaching AML. After AML has been determined or adjusted, the excess animals are removed according to established policy and guidance.

²⁶ Nationwide, there is a depressed horse adoption market. This is caused by poor economic conditions of ranches and the subsequent flooding of the domestic horse market with excess horses. These inexpensive domestic horses are often trained and well-bred—more desirable than wild horses. The current situation will reduce BLM adoptions to a rate too low to support the number of removals that are required to meet AMLs by 2002.

²⁷ Despite an increase in removals from 1999, the total herd size is increasing, resulting in reduced AML.

²⁸ Removals decreased due to reduced number of adoptions. This is required so BLM will not incur the high expenses of feeding and caring for excess horses in long-term holding facilities.

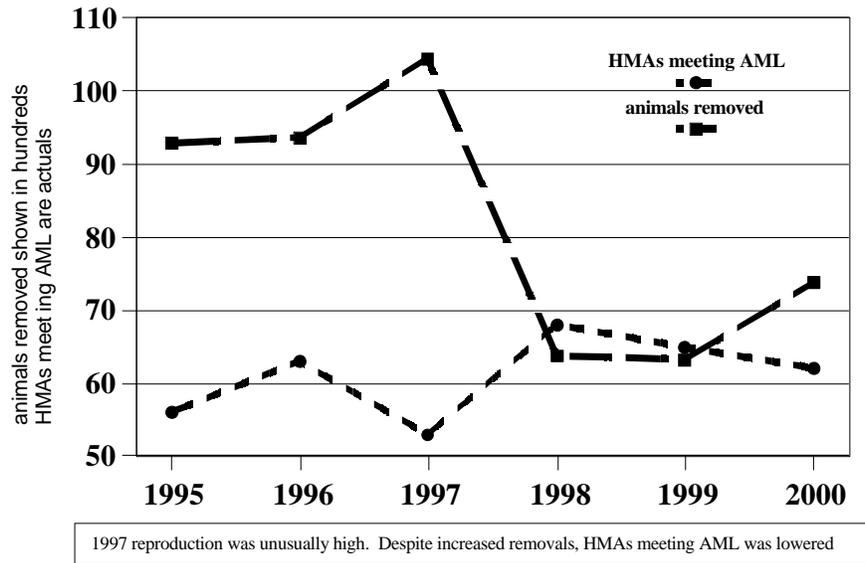
²⁹ 6,717 removals were approved by Wild Horse and Burro Steering Committee. The BLM adjusted removals for lower number of adoptions than expected in order to reduce holding costs.

Animals off the Range- Holding facilities contain the excess animals that are removed from the range. Removal numbers will increase in conjunction with increases in adoption numbers. The BLM is responsible for ensuring the humane treatment and maintenance of animals removed from the range and must monitor the care and maintenance of such animals until the agency no longer has title to the animals. In the case of abuse or neglect of the adopted animal, the situation must be remedied at the onset or immediately upon detection. All animals removed from the range are accounted for in the Wild Horse and Burro Information System (WHBIS).

Explanation of Data

The graph to the right shows the relationship between the number of wild horses and burros removed from public lands and BLM’s ability to achieve and maintain AMLs on HMAs. AML is the number of wild horses/burros determined to be in balance with vegetation capabilities in HMAs, given competing land uses (i.e. wildlife, livestock, ROWs, Oil and Gas, etc.), so that habitat thrives and is self-sustaining. Removals of an appropriate number of animals each year is the primary technique for

**Herd Management Areas
Reaching Appropriate Management Level (AML)**



maintaining a natural balance on the range. Due to the high cost of holding animals in captivity, the number of animals removed is limited by the number that can be adopted each year. With the current population of animals on the public lands, the BLM must remove approximately 8,000 animals per year to maintain an overall static level. If adoption success allows for more than 8,000 animals to be removed, BLM will make progress toward achieving AML on more of the 200 total HMAs. If less than 8,000 are removed, given average reproduction rates, fewer HMAs will reach AML, and future removals must make up for more than the past difference.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

The BLM Field Offices will continue to determine and adjust AMLs on HMAs based on several factors, including monitoring, herd viability, and other environmental factors at a rate set forth in the Annual Work Plan, and will then remove the excess animals in order to reach AML. Field Offices will continue animal preparation and holding, adoptions, associated monitoring, and issuance of title for adopted burros. To prevent excessive costs associated with feeding and caring for gathered animals awaiting adoption, the BLM seeks to increase adoption rates while controlling the numbers gathered.

Long-Term Goal 01.03.03, continued:

Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources. By 2002, complete construction of visitor contact stations at Big Water, Cannonville, and Glendale; a science center in Escalante; and an administrative facility in Kanab, Utah, for the Escalante Grand Staircase National Monument.

FY 2000 Annual Performance Goal:

01.03.03.00 In FY 2000, three visitor/operations sites will be under construction for the Escalante-Grand Staircase National Monument.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of visitor/operations sites in construction for Escalante-Grand Staircase National Monument (national data collection)	0	0	0	0 ³⁰	3

Annual Goal Details

Collaborative efforts with Garfield and Kane Counties, along with the local communities, have culminated in decisions to eventually locate visitor facilities in four locations around the Monument by the end of 2002. Locations will eventually be in four communities that surround the Monument--Glendale, Cannonville, Big Water, and Escalante-- all of which are in Utah. The Escalante facility will include administrative offices, an environmental education center, and an interagency visitors' center. The Cannonville and Big Water sites will have small visitor-contact stations as well as 8-10 administrative offices. The Glendale site will be a small visitor-contact station only. All of the sites will provide interpretive material, maps, and visitor services. The foundation of interpretive messages is the protection of natural and cultural heritage resources.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal Within the GPRA Program Activity

Design work for all facilities will occur in FY 1999 and construction funds are requested for the Glendale, Cannonville, and Big Water facilities in FY 2000. Completion of these three facilities is planned for FY 2001.

³⁰ FY 1999 funding will provide architectural engineering plans.

Long-Term Goal 01.03.03, continued:

Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources. By 2002, increase customer/stakeholder satisfaction with BLM's protection of historical, cultural, and other heritage resources to 81%.

FY 2000 Annual Performance Goal:

01.03.03.00 79% of customers are satisfied with BLM's protection of historical, cultural, and other heritage resources.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of recreational and educational customers satisfied with BLM's protection of significant historical, cultural, and other heritage resources (national data collection)	78	78	82 ³¹	79	79

Annual Goal Details

The protection of historical, cultural, and other heritage resources is critical to BLM's mission. The principal method of protection involves working in partnership with the State Historical Preservation Officers to inventory, monitor, and design protection for significant resources. Successful implementation of specific protection strategies should increase the level of protection for the public lands. Satisfaction with BLM's performance represents the outcome measure of the tactical strategies represented in performance goals 01.03.01 and 01.03.02. Each major customer group surveyed by the BLM since 1997 has been asked about their satisfaction with BLM's performance in protecting historical and cultural resources.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each performance Goal Within the GPRA Program Activity

The BLM uses a set of core questions in customer surveys to gauge mission accomplishments. Within the set of questions is a specific question on how well the BLM protects historical and cultural resources. The questionnaires are administered in conformance with Office of Management and Budget's guidelines and sampling requirements. As an outcome measure, the human and fiscal resources required to achieve the performance goal is a combination of budget activities associated with the Cultural Heritage Program. Increases and decreases in satisfaction with the BLM's performance in protecting historical, cultural, and other heritage resources are a function of successful implementation of strategies and programs associated with cultural heritage within the associated funding streams, budget activities, and workload accomplishments.

³¹ This data is from a sample of high profile recreation fee sites.

II.4 Reduce Threats to Public Health, Safety and Property

II.4.1 Description

The BLM is responsible for protecting public lands and facilities from unauthorized uses, hazardous materials, illegal dumping, theft, wildfire, and other unsafe conditions. Population growth in rural areas of the West increases risks and responsibilities in fire suppression, search and rescue, and response to natural emergencies. The BLM must provide immediate protection for employee and public safety, remediate environmental damage, and determine responsible parties. The public lands contain over \$5 billion of capital improvements such as roads, trails, dams, bridges, buildings, and recreation sites. Use of these facilities is increasing. Compliance with Federal, State, and local safety, health, and environmental regulations is monitored and inspections are conducted by environmental and safety professionals. Findings are entered into the BLM's automated facilities maintenance system. This system helps develop cost data and assist in tracking maintenance needs.

The BLM is also responsible for enforcing Federal laws and regulations related to the public lands and resources. The BLM investigates illegal uses of public lands and uses appropriate administrative, civil, or criminal enforcement remedies to hold violators responsible, recover full compensation, and ensure compliance with laws and regulations. The BLM concentrates its enforcement efforts on resource protection activities and refers non-resource related violations to local law enforcement when possible.

II.4.2 Strategic Issues Related to Health, Safety, and Property

The BLM cannot control all threats. It can, however, manage the agency's preventative efforts and ability to respond to emergencies. The BLM must evaluate safety concerns; identify hazards and risks; assess incidents and response experience; educate the public; train employees; and implement policies and procedures to protect the public lands, as well as employees and visitors. The BLM also must work to reduce hazards and risks through field inspections; periodic maintenance; and repair of its buildings, recreation sites, roads, bridges, trails, and dams.

As the population of the West expands into rural areas surrounding cities and towns, new risks are created from natural phenomena such as fire, landslides, and other hazards. The resulting demand for protection of life and property in this wildland/urban interface often puts personnel at risk and stretches BLM's resources. To increase the safety of the public lands, the BLM must allocate funding to remediate hazards and prevent additional incidents. New or additional funding sources or other avenues will be pursued, including partnerships with other agencies and parties. For example, the BLM is spearheading an interagency partnership effort to clean up abandoned mine lands in Colorado and Montana when operators cannot be located. The BLM seeks both to reduce risk and to actively pursue cost avoidance/cost recovery through these and other efforts.

The BLM has long recognized the importance of management partnerships in protecting resources, BLM employees, and public land visitors. Over the next several years, efforts will focus on improving user safety and enhancing enjoyment of the public lands through cooperation, communication, and visitor contact.

II.4.3 Related Budget Accounts, Budget Activities, Subactivities:

Code	Primary Budget Accounts Contributing to Public Health, Safety and Property
	Management of Land & Resources
	Resource Protection & Maintenance
1610	Resource Management Planning
1630	Resource Protection & Law Enforcement
1640	Hazardous Materials Management
	Transportation and Facilities Maintenance
1651	Operations
1652	Annual Maintenance
1653	Deferred Maintenance
	Workforce & Organizational Support
2100	Construction
2640	Central Hazardous Materials Fund
	Wildland Fire Management
2810	Wildland Fire Preparedness
2820	Wildland Fire Operations
	Oregon & California Grant Lands
6200	Transportation and Facilities Maintenance
6300	Resource Management
6400	Information & Resource Data System

II.4.4 Proposed Legislation

The achievement of these performance goals is not contingent on the enactment of any proposed legislation.

II.4.5 Impact of FY 2000 Budget Changes

Initiative: Safe Visits

The Safe Visits to Public Lands Initiative is designed to halt infrastructure decay and allow land managing agencies to systematically address critical health and safety and natural and cultural resource preservation threats. The Department and BLM are proposing a major boost in funding for maintenance activities on BLM administered public lands. The BLM's FY 2000 budget includes an increase of \$6,000,000 within the Management of Lands and Resources account to support the Department's 5-year deferred maintenance list. In addition, the BLM is requesting increases of \$1,500,000 within the Oregon and California Grant Lands (O&C) account, \$4,245,000 within the Wildland Fire account, and \$5,200,000 within the Construction account. Some of these funds will be directed to the highest priority annual maintenance needs in order to avoid facility condition decline. The majority of the funding will be directed to reducing the critical health and safety deferred maintenance needs at BLM facilities.

The Department and BLM are requesting this additional funding to accelerate the reduction of critical health and safety capital improvements needs on public lands administered by BLM. Fiscal year 2000 is the first year in the development of the Secretary's Five-Year Capital Improvement Project List. This list, along with the Five-Year Deferred Maintenance Project lists, will be submitted to the Congress under a separate cover from the Department. Workload measures in the Budget Justification address the increases

associated with this initiative. Performance goal 01.04.02 (facilities condition) addresses this initiative. Workload measures in the Budget Justification also reflect increased outputs.

Program Increase: Wildland Fire Preparedness and Wildland Fire Operations

The FY 2000 budget request for the Wildland Fire Management Account is \$305,850,000, an increase of \$18,955,000 from the enacted FY 1999 budget. BLM manages the fire account for the four Department of the Interior Bureaus with fire programs- BLM, Bureau of Indian Affairs, the U.S. Fish and Wildlife Service, and the National Park Service. The increase is composed of \$5,550,000 in uncontrollable costs and \$9,160,000 for Readiness and Program Management to raise the Most Efficient Level (MEL) of funding, based upon the most updated fire management plans, and \$4,245,000 for fire facility deferred maintenance and capital improvement projects. Performance goals 01.04.04 (fire safety) and 02.03.03 (fuels buildup) and workload measure 37 (MEL) address the BLM portion of this initiative.

Program Increase: Central Hazardous Materials Fund

The FY 2000 request for the Central Hazardous Materials account for the four Department of the Interior Bureaus-- BLM, Bureau of Indian Affairs, the U.S. Fish and Wildlife Service, and the National Park Service-- is \$11,350,000, a program increase of \$1,350,000 over the enacted FY 1999 budget. Central Hazmat funding is distributed throughout Bureaus in the Department of the Interior by BLM. The proposed funding level would address those projects judged by the Assistant Secretary's Advisory Group on Environmental Policy and Compliance to be the highest priorities within the Department of the Interior. Consolidating remediation funding into a single account facilities and strengthens priority setting and oversight by the Department. The requested funding level is necessary to address the number of sites requiring remediation and the backlog of legal requirements, such as consent decrees and Federal Facilities Act agreements. The proposed funding level would reduce the Department's exposure to enforcement actions by Federal and State regulators, potential fines and penalties, and potential litigation from involved potentially responsible parties. Performance Measure 01.04.01 contains hazmat remediation work on BLM sites. Workload measures in the Budget Justification also reflect increases associated with this initiative.

II.4.6 Exhibit A - Performance Plan

		FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)		
GPRA Program Activity 01.04 Reduce Threats to Public Health, Safety, and Property		337,420	361,367		
Long-Term Goal 01.04.01: <i>Reduce threats to public and employee health and safety and the environment by maintaining public lands and facilities in a safe condition and remediating hazards. By 2002, the percentage of BLM facilities rated in good safety, health, and environmental condition will increase by 10% over the 1998 baseline.</i>					
FY 2000 Annual Performance Goal: 01.04.01. In 2000, the percentage of BLM facilities in good safety, health, and environmental condition will be increased by 4 percent over 1998 baseline, and 100 hazardous materials sites will be improved by remediation.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of BLM facilities ³² rated in good safety, health, and environmental condition (national data collection)	NA	NA	60 ³³	+2% from baseline	+4% from baseline
2. Number of hazardous materials sites improved by remediation	NA	NA	164	111	100

Annual Goal Details

The BLM regularly inspects and maintains its facilities and operations through facilities condition assessments; safety, health, and environmental audits; and mechanical and electronic testing. Regularly scheduled, emergency, and corrective maintenance, along with hazardous materials site responses and compliance problem corrections, ensure that dams, buildings, roads, bridges, and operations will protect public health and safety and the environment. Through this process of inspection and maintenance, the BLM attempts to meet statutory, risk management, and liability standards for public protection.

³² Facility in this measure is defined to include District and Field Offices, detached Resource Area Offices, and Centers of national significance. Field Stations, Project Offices, fire stations, tanker bases, recreation sites, wild horse and burro facilities, or visitor centers are included in the overseeing District and Field offices.

³³ This is an estimate. A field call in FY 1999 will determine which Compliance Assessment - Safety, Health, and the Environment (CASHE) findings have been resolved and closed. The percentage shown for FY1998 will be adjusted accordingly.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Field personnel are provided site- and job-specific training to promote the long-term maintenance of safe and environmentally compliant facilities and work practices. The condition of BLM facilities is determined through annual and cyclic assessment and rating processes such as the Compliance Assessment - Safety, Health, and the Environment (CASHE) Program. The BLM State and Field Offices are responsible for implementing any corrective actions identified. Field Offices and the BLM National Applied Resource Sciences Center provide technical staff to achieve this goal. Hazmat sites located on BLM lands are identified and cleaned up as funding is made available. Funding was available to cover 100 remediation projects.

Long-Term Goal 01.04.02:

Protect the public's economic investment in BLM-owned facilities. By 2002, the percentage of facilities structurally maintained in fair or good functioning condition is increased an average of 8 percent over the 1998 baseline.

FY 2000 Annual Performance Goal:

01.04.02.00 Facilities structurally maintained in fair or good functioning condition³⁴ is increased an average of 4 percent over 1998 baseline.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of recreation sites in fair or good condition (national data collection)	NA	NA	79	81	90
2. Percent of administrative sites in fair or good condition (national data collection)	NA	NA	86	88	90
3. Percent of trails in fair or good condition (national data collection)	NA	NA	89	90	91
4. Percent of roads in fair or good condition (national data collection)	NA	NA	56	54 ³⁵	60
5. Percent of bridges in fair or good condition (national data collection)	NA	NA	91	92	94
6. Percent of BLM dams in fair or good condition (national data collection)	NA	NA	55	57 ³⁶	60

Annual Goal Details

The BLM maintains 2,870 buildings, 654 administrative sites, 1,704 recreation sites, 60,678 miles of road, 10,589 miles of trails, and 806 qualifying dams. In addition, the BLM maintains approximately 634 bridges associated with the trails and road program. All of these facilities require routine preventative maintenance, and many require corrective repairs to alleviate past deferred maintenance. Starting in FY 1997, the BLM developed a schedule for updating and improving the data in the Facilities Inventory and Maintenance Management System for public lands. By the end of FY 1998, the BLM had completed new condition assessments of all recreation sites, including improving deferred maintenance cost estimates. In

³⁴ Condition definitions:

Good- No corrective maintenance is needed. Facility is serving the purpose for which it was constructed.

Fair- Minor repairs or routine maintenance needed. Facility is serving the purpose for which it was constructed.

Poor- Major repairs or modifications are required to make the facility operational or to prevent failure. Facility is only partially operational, and is not adequately serving the purpose for which it was constructed.

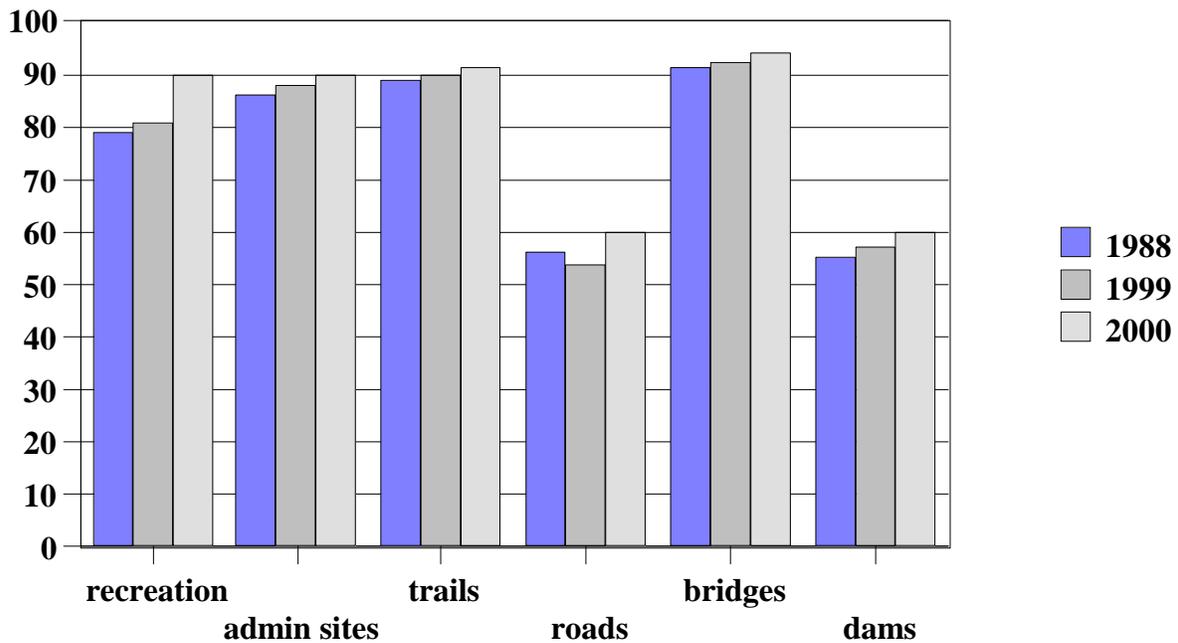
Unsatisfactory- Facility is not operational and is not serving the purpose for which it was constructed.

³⁵ Inventories in FY 1999 will be extended, likely resulting in finding that additional miles of road are in poor condition. With funding levels below needs, this percentage is expected to decline.

³⁶ Baseline will change in FY 1999 using a new national definition of dams.

addition, the BLM developed a Deferred Maintenance Plan for FY 1999 and a 5-Year Deferred Maintenance and Capital Improvement Plan that sets forth the most critical public health and safety and environment maintenance needs for BLM-administered facilities. By the end of FY 1999, the BLM plans to complete condition assessment updates for all dams, bridges, and administrative facilities, and to develop a national strategy for managing the public land transportation system into the next millennium. In FY 2000, BLM will improve the average condition of facilities an average of 4% over the 1999 baseline--a

Facilities in Fair or Good Condition Percent



change of +2% over 1999.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM is conducting an aggressive re-assessment of its facilities and the maintenance requirements for its buildings, administrative and recreation sites, roads and trails, dams, and bridges. This multi-year effort is targeted at improving the estimate of deferred maintenance costs associated with these public land facilities. In addition to improving the data in the management system, the BLM is working to improve the funding distribution between annual and deferred maintenance. In FY 1999 and FY 2000, the BLM is attempting to substantially reduce critical health and safety deferred maintenance while providing enough funding for annual maintenance so that additional deferred maintenance will not result. The BLM has

approximately 100 professional engineers and 140 engineering technicians to carry out its Maintenance Program; much of the workload is contracted to the private sector.

Long-Term Goal 01.04.03:					
<i>Prepare for emergency situations on public lands and BLM facilities.</i> In FY 2000, emergency response preparedness plans are updated where necessary and all offices are prepared to respond to emergencies, including search and rescue, fire, flooding, high/significant hazard dams, hazardous material spills, earthquakes, and criminal activities on public lands or at BLM facilities.					
FY 2000 Annual Performance Goal:					
01.04.03.00 90% of State and field offices are prepared for emergencies and can respond to current threats.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of State and field offices having prepared their staffs for emergency readiness.	NA	NA	NA	NA	90

Annual Goal Details

At the end of FY 1999, State offices, field offices, and Centers will have emergency preparedness response plans in place to respond quickly and effectively to protect the lives and safety of employees, visitors, and the public; to protect property and resources; and to ensure that essential functions and activities and vital operations continue. Bureauwide compliance with the plans is mandatory.

State Directors and Center Directors are responsible for ensuring that each individual field office has prepared employees for dealing with emergencies. State Directors and Centers will certify to the Director by September 30, 2000, that employees have had awareness training or other necessary preparations for all facilities at all locations.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Emergency preparedness at all facilities is essential to maintain BLM’s workplaces in a safe condition for employees and the public. Each office will have a preparedness plan in place at the end of FY 1999. In FY 2000, offices should increase awareness of and readiness for the following types of emergencies: search and rescue, fire, flooding, hurricanes, high-hazard dams, hazardous materials spills, earthquakes, and terrorist activity on public lands or at BLM facilities. All hazards staff in each State and Center, or others designated by the State and/or Center Director, are required to work on this goal. Every employee is expected to be presented with this information. The National Training Center will be required to participate in assessment of training or awareness needs bureauwide.

Long-Term Goal 01.04.04:

Promote firefighter and public safety related to fire suppression and other fire management activities. By 2002, increase the firefighting staff's awareness of and accountability for safety.

FY 2000 Annual Performance Goal:

01.04.04.00 15 steps are completed in the Wildland Firefighter Awareness Study/Implementation Plan and 70% of key firefighting positions have new standards.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Steps completed in Wildland Firefighter Awareness Study/Implementation Plan (national data collection)	NA	NA	0	+15	+15
2. Percent of key firefighting positions with new standards (national data collection)	NA	0	0	60	70

Annual Goal Details

As a result of the tragic 1994 fire season in which 34 firefighters lost their lives, many lessons were learned, and procedures were changed. But as painful as death in firefighting is, lessons tend to fade over time. It was determined that if the lessons were to be lasting, the fire community had to embrace changes in our firefighting culture. In response, the Federal fire community contracted with a corporation to review and analyze the culture, values, beliefs, and behaviors of firefighters. The results produced 86 recommendations and 220 implementation strategies; the suggested changes are numerous and complex. This long-term goal provides a means to focus on the importance of safety. It is an interagency goal; while BLM field personnel will work with national specialists, this measure is not totally controlled by the BLM. The Federal Fire and Aviation Leadership Committee, through work groups, establishes priorities and sets the standards and implementation schedule, which are reflected in BLM's Performance Measure.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Depending upon the annual recommendation(s) and personnel description(s) identified for implementation, different disciplines and specialists will be involved. Most activities will involve line managers, fire managers, safety specialists, training specialists, and personnel and communication specialists. Implementation will involve new training procedures, policies, roles and responsibilities, and methods to track and measure accountability. All costs are covered within the existing appropriation request.

II.5 Improve Land, Resource, and Title Information

II.5.1 Description

The BLM has extensive historical and current information on land ownership, use, and condition in the United States. The agency maintains cadastral survey and historical data on patented lands, along with information on the mineral estate, resource conditions, and permits or leases on Federal lands. Historical records are critical to resolving many ownership disputes and are increasingly recognized as an important source of both genealogical information and data about historic resource conditions in the United States.

As the complexities of managing ecosystems increase, data collection and analysis becomes even more vital to managing the land. The BLM's information about land ownership, status, and condition is of interest to a wide variety of parties, including public land users; other Federal, State, Tribal, and local agencies; and the scientific community.

II.5.2 Strategic Issues Related to Land, Resource, and Title Information

Federal agencies are required to integrate strategic planning for information resources management into program and activity planning. Information technology can increase the efficiency of business processes, but agencies cannot afford multiple systems doing similar functions, redundant data entry and retrieval, and excessive long-term costs for maintenance and training.

To simplify the exchange and retrieval of information among diverse organizations, data standards must be developed and agreed to among the participants. Quality control will be necessary to ensure that BLM's data and information are reliable and current. Advanced technologies must be available to ensure wide dissemination of information on a variety of media. Systems enhancements will be necessary over time. While the Internet and internal Intranet will help provide better and faster access to information, they also raise potential Privacy Act concerns. The BLM's response to these challenges will be critical to its continued collaborative efforts with others.

Users of BLM data expect accurate and timely information, and the BLM is committed to providing effective and efficient means to provide it. The BLM has been developing the Automated Land and Minerals Records System (ALMRS) to increase the BLM's effectiveness in responding to requests for land and mineral authorizations to use the public lands and to reduce the costs of maintaining and accessing paper records. Tests in New Mexico determined that the performance of some automated functions was unsatisfactory and data quality must be improved. It was concluded that ALMRS was not ready to be deployed throughout the BLM in its present condition.

BLM is assessing objectives, user requirements, and priorities for land and resources information systems. Legacy data will be improved to conform to existing data standards and other requirements necessary for conversion from the Year 2000 (Y2K) data base to a permanent database. New solutions for automation will be proposed late in 1999.

II.5.3 Related Budget Accounts, Budget Activities, Subactivities:

Code	Primary Budget Accounts Contributing to Land, Resource and Title Information
	Management of Land & Resources
	Land Resources
1010	Soil, Water & Air Management
	Realty and Ownership Management
1420	Cadastral Survey
1430	Land & Realty Management
	Workforce & Organizational Support
4550	Land and Resource Information Systems
	Oregon & California Grant Lands
6400	Information & Resource Data System

II.5.4 Proposed Legislation

The achievement of these performance goals is not contingent on the enactment of any proposed legislation.

II.5.5 Impact of FY 2000 Budget Changes

Initiative: Community/Federal Information Partnership

The Federal Geographic Data Committee (FGDC), established by OMB and comprised of 15 Federal agencies, is proposing a governmentwide initiative, called the Community/Federal Information Partnership, that is designed to make geospatial data widely available for use by governments, businesses, academic organizations, and citizens. The initiative has two integrated components:

- a partnership program to advance the ability of communities to create and use geospatial data for sound decisionmaking; and
- a series of actions to improve Federal agencies' capabilities to meet community information needs.

The BLM is requesting an increase of \$2,000,000 within the Management of Lands and Resources account to coordinate with Federal, State, and local government agencies, Tribal government, the private sector, and others to acquire and provide access to geospatial data that would help the BLM carry out its mission activities collaboratively with communities and other users of geospatial data. By investing in the National Spatial Data Infrastructure (NSDI), the BLM can improve the opportunity for all citizens to participate in community-driven solutions while better meeting crucial Federal responsibilities. Unlike base funding, which is used to collect Geographic Coordinate Data Base (GCDB) information on BLM lands, this funding initiative would be used to fund partnerships where other entities would help collect data and work collaboratively with other agencies to develop common data solutions that can be used across government agencies where differences exist. Performance goals 01.05.02 (GCDB) and 01.05.03 (map servers) address this initiative.

II.5.6 Exhibit A - Performance Plan

				FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)
GPRA Program Activity 01.05				65,127	52,431
Improve Land, Resource and Title Information					
Long-Term Goal 01.05.01: <i>Develop and deploy land and resource information systems in automating lands records. By 2001, certify automated land and mineral record data as an official agency record. By 2002, deploy a land module with spatial capability in all States.</i>					
FY 2000 Annual Performance Goal: 01.05.01.00 In FY 2000, automated land and mineral record data is certified in 85% of BLM States and the land module with spatial capability is deployed in 85% of the States.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of BLM States with automated land and mineral records data certified as official agency records	NA	NA	NA	70	85
2. Percent of offices in which land module with spatial capability is deployed (national data collection)	NA	NA	NA	0	85

Annual Goal Details

The BLM will certify data in all States to provide accurate information for BLM managers and the public. In FY 2000, 85% of BLM States would complete this work, with the remaining States to complete the work in FY 2001. A land module with spatial capability will be based on a model to be developed in cooperation with the Forest Service. The spatial capability will use current Geographic Information System (GIS) technology. The software will be developed, tested, and then deployed to 85% of the BLM field offices during FY 2000, with the remaining States to complete the work in FY 2001.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

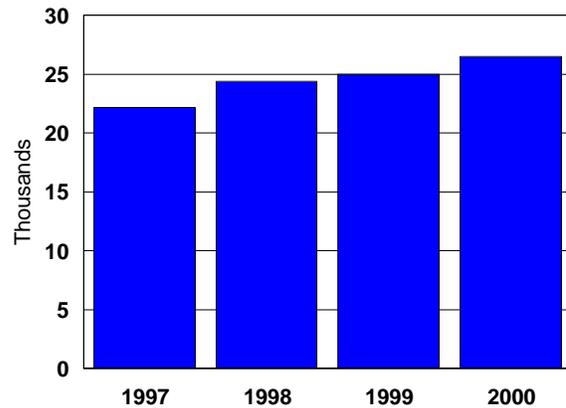
Data certification involves testing data against established thresholds to ascertain data quality and document the results. The BLM Records and Data Administration staff will work with Land and Minerals Program staff to analyze existing data and produce reports documenting the results. Development of the land data model will require a description of capabilities and information needed by the user community and subsequent analysis and design of a data model by technical staff. This model will result in a combination of hardware, software and data that meets the user requirements. Testing will be conducted to ensure that the system works as planned. The system will be deployed, and training will be conducted to teach the users how to use the system. At each step of this process, technically specialized skills will be provided by either agency employees, contractors, or both.

Long-Term Goal 01.05.02: <i>Ensure that BLM's spatial, cadastral, and records data and information are collected and maintained to standard. By 2002, complete the BLM Geographic Coordinate Database (GCDB) component of the interagency National Spatial Data Infrastructure, except for California, which will be completed by 2005 (totaling 31,625 townships).</i>					
FY 2000 Annual Performance Goal: 01.05.02.00 26,500 of 31,625 townships (84%) of GCDB data are collected.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Townships of GCDB data collected (cumulative) ³⁷ (national data collection)	22,202 70%	24,000 76%	24,400 77%	25,000 79%	26,500 84%

Annual Goal Details

With the release of Executive Order 12906, Building a National Spatial Data Infrastructure, the BLM has strived to make survey information more readily accessible by other disciplines and the public. The BLM's national responsibilities include providing cadastral information for land title records to other agencies and the public. This information is fundamental to effective land management and, with the ever-growing access to technologies such as Geographic Information Systems, the demand for this information has increased dramatically. The GCDB effort provides cadastral information in a form that is more readily accessible and easily used with advanced technologies.

Townships of GCDB Data Collected
total goal by 2005= 31,625 townships



Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Cadastral records and geographic information are fundamental to land management activities in the government as well as the public and private sectors. The demand for this information and the need to share it have been significant, with over 400,000 townships of data distributed in Wyoming alone. Cadastral surveyors have established partnerships with other Federal agencies, State and local governments, and private industry to collect, maintain, and use this information. Nearly every county in the Western United States is being accommodated through direct data sharing or through assistance from a third party such as a State organization. Collection continues in this partnership mode of operation. Funding is used to meet increasing demands and to foster partnerships to expand collaboration and leverage additional funding capabilities. It is estimated that a twofold to threefold return on BLM's investment can be leveraged by working with these organizations.

³⁷ Does not include townships in Eastern States (has collected 285 of 1000) or Alaska (has collected 3,000 of 18,000) because these workloads are managed on a different schedule.

Long-Term Goal 01.05.03:

Ensure that BLM's spatial, cadastral, and records data and information are collected and maintained to standard. By 2002, 30% of BLM States will provide access to land resource maps on the Internet.

FY 2000 Annual Performance Goal:

01.05.03.00 Land resource information is available on Internet map servers in 20% of BLM States.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of States serving land resource information on Internet map servers	NA	0	8	10	20

Annual Goal Details

Internet map servers were procured under a Bureauwide licensing arrangement in FY 1998. This software was distributed to the State Offices for the purpose of making digital maps available to the public. Schools, businesses, State and local governments, and private interests are primary users of this information. Although no funding was allocated to this goal in FY 1999, some States may make progress where other arrangements can be made, such as cooperative agreements to work on digital data access.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

GIS, Internet, and Data Specialists, along with Data Administrators, are required to work on this activity. Some additional computer storage capacity is required in certain States.

II.6 Provide Economic and Technical Assistance

II.6.1 Description

The BLM provides various types of economic and technical assistance to many State, local, and tribal governments and to Alaska Natives, as established by specific statutes. The BLM is responsible for:

- < disbursing payments of shared revenues derived from activities on the public lands;
- < disbursing payments-in-lieu of taxes (PILT);
- < conveying land to Alaska Native peoples, Native corporations, and the State of Alaska under The Alaska Native Claims Settlement Act (ANCSA), ANILCA, and the Alaska Statehood Act mandates;
- < settling Alaska Native and American Indian allotment land claims;
- < providing tribes with technical assistance to develop leased energy/minerals resources;
- < providing fire suppression services on all Federal and Native lands in Alaska; and
- < adjusting land tenure between Federal agencies and States.

II.6.2 Strategic Issues Related to Economic and Technical Assistance

The BLM must meet its statutory responsibilities to convey land to Alaska Natives and corporations, to the State of Alaska, and to other States and beneficiaries. The BLM will also strive to provide land and other resources to support community economic and infrastructure development when consistent with the local land use plan and other statutory and regulatory requirements.

The BLM is charged with developing and maintaining government-to-government relationships with Native American Tribal Governments and with compacting and contracting certain functions with Native Americans and Alaska Native entities under the Indian Self-Determination and Education Assistance Act, as amended.

II.6.3 Related Budget Accounts, Budget Activities, Subactivities:

Code	Primary Budget Accounts Contributing to Technical and Economic Assistance
	Management of Land & Resources
	Land Resources
1050	Cultural Resource Management
	Energy and Minerals
1310	Oil & Gas Management
1320	Coal Management
1330	Other Mineral Resources Management
	Realty and Ownership Management
1410	Alaska Conveyances
1430	Land & Realty Management
	Workforce & Organizational Support
	Oregon & California Grant Lands
6650	Jobs-in-the Woods
9500	Payment in Lieu of Taxes

II.6.4 Proposed Legislation

The achievement of these performance goals is not contingent on the enactment of any proposed legislation.

II.6.5 Impact of FY 2000 Budget Changes

Initiative: Revitalization of Indian Country

The total increase request of \$750,000 for the Revitalization of Indian Country Initiative continues the implementation of the BLM's Trust Responsibilities for a wide variety of issues that cross many resource programs, including on-shore mineral leasing, lands and realty actions, wildlife, cultural resources, and more. The benefits from this initiative will have a lasting impact on the economic and cultural welfare of Tribes.

The BLM has several self-governance agreements with seven Tribes under the Indian Self Determination Act (Public Law 93-638) and agreements under the Federal Oil and Gas Royalty Management Act (FOGRMA) for the management of Tribal mineral resources. The additional capability of the BLM to expand the number of agreements would provide significant economic benefits to additional Tribes.

The BLM has a wide range of responsibilities in government-to-government relationships with Indian Tribes and Alaskan Native communities. These responsibilities range from services delivered to Indians in their status as Indians, such as minerals management, cadastral survey, protection of treaty rights for location, hunting, fishing and gathering in the Pacific Northwest, cooperative resource management opportunities with Tribes whose lands are adjacent to public lands, and consultation with tribes about significant cultural sites on public lands.

The proposed FY 2000 component for the Cultural Resource Management subactivity is \$300,000. The increase would allow more participation of Indian tribes in the administration of BLM programs. The additional funding would also enable the BLM to negotiate an additional five signed Memoranda of Understandings (MOUs) with Indian Tribes, formalizing government-to-government relationships, including self determination annual funding agreements.

The requested \$450,000 for the BLM's Mineral Programs would provide additional capability to adequately provide technical assistance and training for minerals management on Indian lands. Several tribes have begun to contract with the BLM under the Indian Self-Determination Act (Public Law 93-638) to assume their respective portions of the BLM's Minerals Program. Performance Goal 01.06.01 (agreements) reflects increases associated with this initiative.

II.6.6 Exhibit A - Performance Plan

		FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)		
GPR Program Activity 01.06 Provide Economic and Technical Assistance		171,612	171,141		
Long-Term Goal 01.06.01: <i>Meet government-to-government and trust responsibilities to Federally recognized Tribes and their members while supporting Tribal sovereignty. By 2002, 45% of field offices will foster effective agreements and partnerships with tribes as part of the government-to-government relationship and in support of Tribal sovereignty and self-determination.</i>					
FY 2000 Annual Performance Goal: 01.06.01.00 33% of Field Offices have formal agreements with Federally recognized tribes.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of Field Offices which have formal agreements with Federally recognized tribes	NA	NA	12 ³⁸	15 ³⁹	33 (+28 MOUs)

Annual Goal Details

BLM seeks to develop government-to-government relations with federally recognized Tribes. This goal documents the percent of Field Offices which have MOUs, cooperative agreements, contracts, and other formal agreements with Federally recognized Tribes for various activities.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPR Program Activity

The BLM program personnel and managers will work on developing MOU's and other agreements with Tribes.

³⁸ As of December 1998, 152 offices have potential for agreements.

³⁹ The Public Law 105-277 Omnibus Appropriations Act restricted expenditure of funds for new P.L. 638 contracts. This will impair our ability to make significant progress in long-term goal 01.06.01 in FY 1999.

Long-Term Goal 01.06.01, continued:

Meet government-to-government and trust responsibilities to Federally recognized Tribes and their members while supporting Tribal sovereignty. By 2002, 95% of field offices will document current trust responsibilities by Tribe.

FY 2000 Annual Performance Goal:

01.06.02.00 Document the specific trust responsibilities of 100% of field offices, by tribe.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of Field Offices with documented trust responsibilities by Tribe	NA	33	41	66	100

Annual Goal Details

Documentation of the number of Field Offices with trust responsibilities was started in 1998. This goal was established to identify those offices that have a trust responsibility. It is intended to ensure that managers and staff have a clear understanding of their responsibilities to tribes. The two areas where BLM has a trust responsibility to federally recognized Tribes are minerals and cadastral survey. Minerals documentation is expected to be completed in FY 1999. Once completed, the lists will be updated annually.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM Headquarters Office Program Managers will compile responsibilities, and these will be validated by Field Offices.

II.7 Restore and Maintain the Health of the Land

II.7.1 Description

Restoring and maintaining the health of the land is the foundation for everything the BLM does. Livestock grazing, timber harvesting, hunting, fishing, and other resource uses can be sustained over time only if the land is healthy.

Many of the lands managed by the BLM were degraded by the end of the nineteenth century because of unsustainable livestock grazing, timber harvesting, and mining practices. While important strides have been made in this century in developing and applying more sustainable management practices, resource conditions are still unsatisfactory in some areas.

Most of the lands managed by the BLM are characterized by thin soils and very low annual precipitation. They are subject to a wide variety of environmental stresses. In some areas, it will be impossible to restore the lands to their previous resiliency and diversity. In other areas, decades may be required to demonstrate any real progress.

II.7.2 Strategic Issues Related to Health of the Land

The public lands are just one component of a larger, intertwined, and interdependent landscape that has a variety of owners and managers. Working with others, the BLM is helping to develop and implement an overall strategy for maintaining and restoring the health of the land. This strategy has three interrelated components:

- < Standards for the health of the land. Since 1995, 24 Resource Advisory Councils have helped the BLM define standards of rangeland health. In a separate effort, standards for the management of forests in the Pacific Northwest were developed as part of the President's Pacific Northwest Forest Plan approved in 1994.
- < Assessments of ecological condition, trend, and function. The BLM is developing cost-effective methods to measure the health of the land while participating in interagency and intergovernmental assessments of ecological condition, trend, and function. These efforts are crucial to understanding of natural and human sources of ecosystem stress. They also help identify areas that may warrant restoration and maintenance.
- < Restoration and maintenance activities. Funding and staffing are available to restore only the highest priority lands with the greatest likelihood for recovery and increased benefits. Special attention is given to those lands and watersheds that are at risk of being degraded to a condition that prevents normal functionality. In addition, special attention will be given to water where quality and/or beneficial uses are impaired.

II.7.3 Related Budget Accounts, Budget Activities, Subactivities:

Code	Primary Budget Accounts Contributing to Land Health
	Management of Land & Resources
	Land Resources
1010	Soil, Water & Air Management
1020	Rangeland Management
1030	Forestry management
1040	Riparian Management
1060	Wild Horse & Burro Management
	Wildlife and Fisheries
1110	Wildlife Management
1120	Fisheries Management
1150	Threatened & Endangered Species Management
	Workforce & Organizational Support
	Wildland Fire Management
2820	Operations
2640	Central Hazardous Materials Fund
	Oregon & California Grant Lands
6300	Resource Management
6400	Information & Resource Data System
8100	Range Improvements
	Miscellaneous Trust Funds

II.7.4 Proposed Legislation

The achievement of these performance goals is not contingent on the enactment of any proposed legislation.

II.7.5 Impact of FY 2000 Budget Changes

Initiative: Invasive Plant Management (Weeds)

The prolific spread of invasive weeds is causing the greatest, most rapidly accelerating negative impact to the long-term health of the land today. Noxious weed infestations threaten the productivity of rangelands, wildlife habitat, and adjacent agricultural lands; occur on many public land areas throughout the Western United States; and pose health hazards to grazing animals. Special Status Species of plants and animals are effected as noxious weeds out-compete native vegetation on traditional habitats.

BLM is requesting an additional \$3,500,000 within the Management of Lands and Resources account for noxious weed inventory, treatment, and control efforts. Actions in weed management directly support BLM’s Performance Goal to “Emphasize the control of noxious weeds and undesirable non-native plants to improve the health of vegetative communities.” For the reasons described above, it is imperative that the BLM work to decrease the spread of invasive weeds and aggressively control weed establishment in new areas. Through the Interagency Agreement with the Agriculture Research Service, Western Biological Control Center, the BLM will continue to support the collection, identification, screening, introduction, rearing and release of biological weed control agents as a vital part of integrated weed management and watershed restoration. Performance goal 02.03.04 (noxious weeds) and workload measures in the Budget Justification reflect this initiative.

Initiative: Southwest Habitat Conservation and Restoration

This initiative involves a collaborative effort by Federal agencies in Arizona and New Mexico to work with State and local governments and the public to resolve complex natural resource issues, enhance economic opportunities, and restore environmental and cultural values of the area. Among the most serious issues are those involving degradation and loss of riparian and aquatic habitats which support plants and animals of special concern, including many listed as threatened or endangered. The BLM is requesting an increase of \$800,000 in the Management of Lands and Resources account to address ecosystem restoration and protection actions. Actions will restore and maintain healthy rangelands, including riparian habitat for the endangered Southwestern willow flycatcher and other riparian-associated species. Resource assessments will provide information on the condition and trend of habitats for all wildlife and plant communities.

Habitat conservation and restoration in the Southwest directly supports the BLM's mission and long-term goals to restore priority plant and animal habitats by implementing special status plant and animal habitat treatments; provide opportunities for environmentally responsible commercial activities; and participate in multi-jurisdictional planning. The BLM expects the collaborative restoration and planning strategies developed in 1998 and 1999 will forestall future legal challenges in the region, thus allowing the BLM to implement the restoration projects identified in Biological Opinions and previous court cases. Performance goals 02.02.01 (assessment strategy), 02.02.02 (conduct assessments) and 02.03.02 (restore habitats) reflect increases associated with this initiative.

Initiative: California Desert

Human activity in the California Desert over the last century has resulted in tremendous damage to the fragile desert ecosystem. There is a lack of understanding, by the public, about the natural and cultural resource values that the desert provides. As a result, continuous development, unauthorized dumping, uncontrolled illegal off-highway vehicle use, extensive military training activities, and mining have all resulted in a landscape that is scarred and not likely to recover unassisted. The California Desert is also subject to the invasion and spread of non-native plant and animal species. Salt cedar, a non-native plant species, has invaded most riparian areas and spring habitats within the desert. Wild horses and burros have been roaming the West since introduction by settlers. These populations are resulting in overgrazing and deterioration of the fragile desert ecosystem, with a loss of native plant species, and in increased risk to threatened and endangered species, soil erosion, and wetland/riparian damage.

The California Desert Managers Group, comprised of field managers from the BLM, National Park Service, Navy, Army and Marine Corps, have agreed to restore desert lands through collaborative efforts in education, research, and practical application. To support cooperative desert restoration, the BLM is requesting \$1,200,000 to fund restoration actions in the California Desert Conservation Area (CDCA) Plan. The CDCA Plan is being revised through several major collaborative bioregional planning efforts covering the West Mojave, Northern and Eastern Mojave, and Northern and Eastern Colorado Deserts. Restoration actions will restore and protect habitat for listed species and over 100 other species of special concern. A primary goal will be to implement early conservation actions to avoid listing additional species under the Endangered Species Act. Restoration activities will include control of invasive exotic plants in riparian habitats; rehabilitating and protecting areas impacted by off-highway vehicle use and unauthorized dumping; removal of excess numbers of burros; and protecting site specific, sensitive resources from the effects of livestock grazing, vehicle use, and vandalism. Performance goal 02.03.02 (restoration) reflects segments of this initiative.

Program increase: Clean Water and Watershed Restoration

In 1997, the Department of Agriculture and the Environmental Protection Agency began work with other Federal agencies and the public to address restoration and protection needs of the Nation's waters. The result was the Clean Water Action Plan (CWAP) which required Federal land managers to reduce polluted runoff from Federal lands, promote restoration of Federally managed watersheds, and promote community-based partnerships for watershed management.

The FY 2000 budget requests an additional \$2,150,000 within the Management of Lands and Resources account for Clean Water and Watershed Restoration efforts. The requested funds will be used to continue this direction and to build on the successes the BLM has attained over the years. The BLM has integrated the overarching goals of improving water quality and watershed health into many of its core missions and functions. In 2000, the BLM will continue to aggressively implement clean water and watershed restoration efforts. Activities include continued water pollution abatement at additional abandoned hardrock mine sites; projects to help reduce Colorado River salinity; and watershed assessment and watershed restoration projects.

Program Increase: Implementation of Standard and Guidelines

The requested increase of \$1,829,000 will allow the BLM to make significant progress toward implementing locally developed Rangeland Standards and Guidelines (S&Gs). The S&Gs provide for a balance of sustainable development and multiple use, with progress toward attaining healthy, properly functioning rangelands in the Western States. Rangeland monitoring and data collection will increase to identify resources at risk which will lead to appropriate management actions. Such actions could include adjustment of grazing prescriptions, development of rangeland improvement projects (i.e., wildlife, livestock, rangeland ecosystem enhancement, watershed, and riparian), and land treatments (vegetation, weed, prescribed fire).

A portion of the proposed increase would be used for conducting inventories to establish baseline soil and vegetation data in support of monitoring rangeland health or progress toward meeting ecosystem standards for landscapes. The extent, condition, and potential of upland and riparian ecological sites are determined through inventories and an understanding of the supporting soil resource. These inventories support the performance goal to incorporate comprehensive land health standards into commercial use authorizations by providing the baseline information needed to assess rangeland health at the allotment level.

II.7.6 Exhibit A - Performance Plan

				FY 1999 Operating Plan BA (\$000's)	FY 2000 Proposed BA (\$000's)
GPRA Program Activity 02. Restore and maintain the health of the land				218,590	235,689
Long-Term Goal 02.01.01: <i>Incorporate comprehensive standards for public land health into BLM's existing land use plans. By the end of 2000, incorporate standards for the health of the public lands into all agency land use plans.</i>					
FY 2000 Annual Performance Goal: 02.01.01.00 100% of land use plans contain comprehensive land health standards.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of land use plans with comprehensive land health standards	NA	10	33	53	100

Annual Goal Details

Comprehensive land health standards define the physical and biological conditions or the degree of function required for healthy lands. While allowing for adaptability to local circumstances, all standards are uniformly based on fundamental requirements for land health: (1) properly functioning watersheds, (2) clean water, (3) ecological processes working sufficiently to support healthy biotic populations and communities, and (4) habitats that are suitable for recovery of threatened and endangered or special status species. By the end of FY 2000, the BLM will have adopted comprehensive land health standards agencywide.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM is working with its chartered Resource Advisory Councils to develop standards appropriate to landscapes and to increase public support. The BLM field offices will evaluate existing land use plans for comprehensive land health standards as part of routine planning, use authorizations, and operational supervision and compliance workload. Wherever these are lacking, BLM field offices will establish and incorporate appropriate comprehensive standards into each land use plan. This may require plan amendments or revisions in some cases. Workload measures (in the Budget Justification) that count completed planning actions, or that measure assessments, prescriptions, or treatments for watersheds, wildlife habitat, fuel management, or weeds, are inputs for this goal.

Long-Term Goal 02.02.01:

Develop and implement a comprehensive strategy for systematic resource assessment on the public lands. By the end of 2000, develop an assessment system that will provide reliable, credible information needed at multiple levels to meet all of BLM's resource assessment needs and provide direction to the field for conducting systematic assessments by 2001.

FY 2000 Annual Performance Goal:

02.02.01.00 7 (of 7 total) milestones are completed for the national health of the land reporting system.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Milestones completed in developing a national system for periodically reporting on the health of the land (national data collection)	NA	3	3	5	7

Annual Goal Details

The assessment of conditions and trends of upland, riparian, and aquatic habitats in relationship to sustaining desired levels of plants and animals is essential in carrying out BLM management responsibilities for restoring and maintaining land health. A comprehensive assessment strategy is one that meets the full range of information needs across organizational levels of the BLM, across program lines, and over multiple scales of interest. It is affordable as well as scientifically credible. The BLM strategy will develop assessment standards for habitats supporting special status species and other species that are the subject of a management plan and decisions. The system will incorporate standards in planning and compliance work for healthy rangelands, wildlife activity plans, land use plans, and in evaluating the effects of land use activities on ecosystems.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Progress for this goal is measured by the achievement of seven milestones, representing an orderly process beginning with the drafting of option papers (FY 1998) and ending with the issuance of final policy and procedural guidance (FY 2000). Leading up to FY 2000, much effort will be put into finding common denominators both within BLM and among other natural resource agencies.

Long-Term Goal 02.02.02:

Until a comprehensive resource assessment strategy is implemented, conduct assessments using available methods and systems. By 2000, assess key watersheds, riparian areas, and wetlands which may be at risk of degradation.

FY 2000 Annual Performance Goal:

02.02.02.00 Assess 400 miles of flowing riparian areas and 200,000 acres of key watersheds and standing wetlands.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Areas assessed against health standards (miles and acres) ⁴⁰	4,790(mi) 3,064,768 (ac)	4,940(mi) 25,600(ac)	5,109 20,350	7,065 (mi) 2,347,000 (ac) ⁴¹	400 ⁴² (mi) 200,000 (ac)

Annual Goal Details

Riparian-wetland areas provide critical habitat for numerous wildlife species and provide highly popular recreational opportunities. Fully functional riparian-wetland areas reduce flooding, stabilize sediments and pollutants, improve water quality and aquifer recharge, and extend the perennial flow season. Assessments are crucial to improving BLM's understanding of natural and human sources of ecosystem stress. They are also essential to identifying areas that fail to meet health standards and to prioritizing restoration, maintenance, or management strategy changes. Assessments provide data on condition and trend that BLM reports to Congress and the public.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Each State has a riparian specialist who coordinates assessments, communications, budget, and training. Our implementation strategies are based on cooperation with other agencies and private landowners so that we can accomplish all aspects of the riparian program on a watershed scale. State training cadres composed of BLM, Forest Service, Natural Resource Conservation Service, and State specialists, as well as others, deliver training on assessment and management to a diverse audience. Interdisciplinary teams conduct condition assessments using the BLM "Proper Functioning Condition" checklist protocol. The BLM tracks and reports the functional condition of riparian-wetland resources as the ultimate measure of management success. The appropriate technical skill resources (Soil Science and Hydrology) do not exist in many field offices. As a result, additional personnel will be needed to ensure progress in restoration.

⁴⁰ Includes 500 miles of initial assessments and 400 miles of reassessment

⁴¹ Includes 2,300,000 acres in Alaska, which will be done with remote sensing.

⁴² Assessments of streamside riparian is nearing completion, therefore miles are declining.

Long-Term Goal 02.03.01:

Restore and maintain at-risk riparian areas and priority watersheds. By FY 2000, restore 128,500 riparian areas and high priority watersheds, including "key" watersheds and 2,200 miles of riparian in the Northwest Forest Plan, Interior Columbia Basin Plan, and other priority areas.

FY 2000 Annual Performance Goal:

02.03.01.00 Improvements are completed in 125,000 acres of watersheds and 1,700 miles of riparian in the NW Forest Plan, Interior Columbia Basin, and other priority areas.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Watershed improvements completed (acres) ⁴³	11,842	NA	104,983	109,973	125,000
2. Riparian improvements completed (miles)	868	1,600	1,466	1,460	1,700 ⁴⁴

Annual Goal Details

The BLM has established policy and set long-term goals for watershed restoration with the Riparian-Wetland Initiative, Northwest Forest Plan, Interior Columbia Basin Plan, and Clean Water Action Plan. Watershed restoration is also done by the BLM to fulfill requirements of the Clean Water Act, the Endangered Species Act, the Healthy Rangeland Initiative, and Colorado River system regional salinity standards. The BLM has assigned a high priority to restoration of uplands, riparian-wetland areas, and impaired water bodies that are at risk of further degradation. Monitoring and re-assessment will be used to assess management effectiveness and report progress.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Watershed restoration projects are designed to restore watershed function and water quality to fully meet standards, provide beneficial uses of water, Total Maximum Daily Loads (TMDLs), and meet health and safety considerations. Interdisciplinary teams in Field Offices use assessment information to plan and implement restoration strategies in cooperation with resource users, States, Tribes, agencies, and others. Restoration actions include changing management strategies to initiate recovery, project implementation or a combination of both. Restoration projects such as planting of vegetation, stabilization of stream banks, construction of habitat elements, prescribed fire, exotic plant control, road removal, crossing improvements, riparian pasture fencing, off-stream water developments, livestock or wild horse exclusions, or other actions are used. The most successful restoration strategies are developed in cooperation with the resource users, co-authorizing agency staff (e.g., Fish and Wildlife Service for T&E species), tribes, and an interdisciplinary BLM team. Cooperatively developed strategies that share a common vision instill responsibility in participants. Ensuring participation by a diverse skills mix is difficult where appropriate staff is lacking. As the relatively "easy" restoration projects are completed and more challenging resource management problems remain, the unit cost of treatments will increase.

⁴³ Includes wetland acres restored/improved, ICBEMP (not funded for 2000), NW Forest Plan

⁴⁴ Even with additional Clean Water funding for on-the-ground projects, achieving 2,200 miles/year may be unrealistic given other commitments of staff, such as reviewing a large number of grazing permits expiring in FY 1999 and FY 2000 (that are needed to ensure responsible use and environmental compliance of rangelands).

Long-Term Goal 02.03.02: <i>Restore priority plant and animal habitats.</i> By the end of FY 2000, implement special status plant and animal habitat treatments on 1,353,100 acres and 1,000 miles prescribed in agency plans.					
FY 2000 Annual Performance Goal: 02.03.02.00 Plant and animal habitat improvement prescriptions are applied on 1,353,100 acres and 1,000 miles of public lands.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Plant and animal habitat improvement prescriptions applied (acres and miles)	309,000(ac) 400(mi)	1,012,000(ac) 700(mi)	1,112,352(ac) 808(mi)	1,213,500(ac) 800(mi)	1,353,100(ac) 1,000(mi)

Annual Goal Details

The key to habitat restoration is to conduct on-the-ground treatments or to make changes in land use prescriptions (e.g., season of use for livestock grazing) that favor habitat restoration and recovery. The goal is to significantly increase the pace of BLM's restoration efforts.

Using an integrated approach, actions to restore degraded aquatic, riparian, and upland habitats will be applied to public lands. Priority will be given to restoring habitats that support or have the potential of supporting Special Status Species. Many of these habitats may be within designated Areas of Critical Environmental Concern or Research Natural Areas. Habitats supporting more common species may also be restored, provided the higher-priority habitat restoration is accomplished. An ecosystem approach will address the underlying causes of habitat degradation and benefit multiple species.

Special status species are those species as described in BLM Manual Section 6840, which include federally listed, proposed, or candidates for listing as threatened or endangered, as well as BLM and State sensitive species. High priority plant and animal species are those species for which management areas have been described or delineated in official strategy, management, and/or species conservation plans. Plans can include Fish and Wildlife 2000 Strategy Plans, Sikes Act Habitat Management Plans, other activity plans, Coordinated Resource Management Plans, etc. Examples of described and delineated areas include key management areas in BLM Fish and Wildlife 2000 Plans, crucial big game winter ranges in activity plans, biological/botanical Areas of Critical Environmental Concern (ACECs), Research Natural Areas (RNAs), etc.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Habitat restoration actions will be implemented following assessments and decisions to take corrective actions. These actions are of particular importance in supporting and implementing Rangeland Health Standards and the Responsible Use and Environmental Compliance for the Rangelands Initiative. The BLM will apply resource condition standards and assessments to all public lands; however, immediate attention will be focused on rangelands subject to livestock grazing. Funding for restoration activities will be obtained by direct Management of Lands and Resources appropriations, from challenge cost share funds, and from National Fish and Wildlife Foundation grants. State wildlife agencies will be involved at the earliest opportunity.

Long-Term Goal 02.03.03:

Use fuel treatments and other means to reduce hazardous fuels build-up and to improve the health of vegetation communities. By 2005, restore natural ecological processes through increasing the use of wildland and prescribed fires and other land treatment tools on an average of 500,000 acres annually.

FY 2000 Annual Performance Goal:

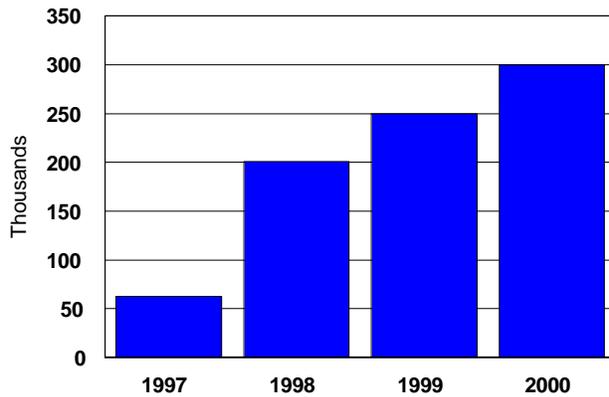
02.03.03.00 300,000 acres of vegetation communities are improved.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Fuels buildup reduced and vegetation improvements implemented (acres)	62,680 ⁴⁵	220,000	200,647	250,000	300,000 ⁴⁶

Annual Goal Details

For years, wildland managers intuitively knew, and were being increasingly informed by research and real-life examples, that balancing fire suppression with fire use was desirable. The blending of these two strategies would in the long-term improve the health of fire-dependent ecosystems, reduce the incidence of conflagrations fed by unnatural fuel accumulations, and reduce risks to the public and firefighters. In FY 1998, Congress created a new funding structure to support proposed significant increases in treatment acreage. This Performance Measure tracks the activities of this new funding source and identifies the volume of work accomplished.

**Fuels Buildup Reduced
acres**



Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The work associated with fuels management activities involves inventorying lands to determine where fire use and related mechanical treatments are needed; identifying specific sites and objectives; ensuring that treatments complement land use activities and meet environmental and social requirements, such as Air Quality, Clean Water, Endangered Species, etc.; implementing and documenting the treatment; and monitoring and evaluating results. The Performance Measure of acres treated reflects the cost, skills, and time involved with this entire flow of activities. The amount of acreage to be treated annually is identified by the Field Offices.

⁴⁵Source - 1997 Public Land Statistics table 2-9 p46.

⁴⁶ BLM lands only. 1,020,000 acres cited in the Budget Justification is for the Central Hazmat Fund managed by BLM for the entire Department of the Interior.

Long-Term Goal 02.03.04:

Control noxious weeds and undesirable non-native plants to limit their spread and improve the health of vegetation communities. By 2002, increase to 200,000 acres the annual amount of public land treated to control noxious weeds and non-native plants.

FY 2000 Annual Performance Goal:

02.03.04.00 In FY 2000, 176,000 acres will be treated to prevent the spread of noxious weeds and undesirable plants⁴⁷.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Acres treated to prevent the spread of noxious weeds and undesirable plants (acres)	40,000	57,000	101,810	116,494	176,000

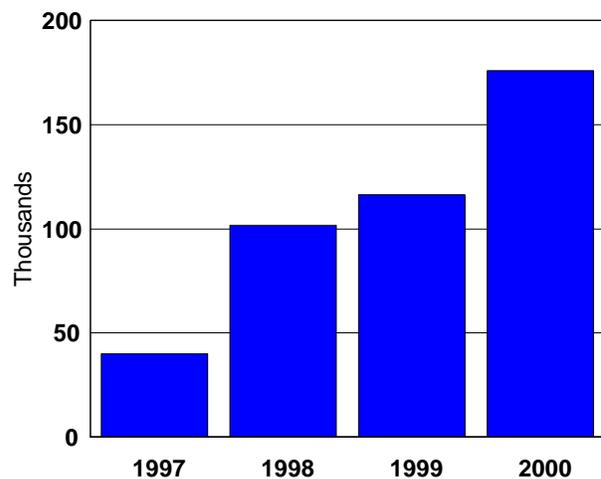
Annual Goal Details

Using an Integrated Weed Management approach, a combination of chemical, cultural, biological, and mechanical methods tailored to site-specific situations will be employed to maintain, control, and prevent the spread of noxious weeds and undesirable plants on 176,000 acres of public land. To improve the effectiveness of these methods, partnerships with other agencies, organizations, and landowners must be established through agreements and development of cooperative weed management areas. These combined weed management strategies, along with prevention, education, detection, and quick control, will lead to healthier vegetation communities.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Increased funding of \$3,500,000 has been requested in FY 2000 to achieve this goal. Work will be coordinated by BLM weed management specialists and conducted through interagency, State, and county agreements with BLM field offices, as well as through cooperative weed management areas. Since cooperative weed management areas are not established in most locations, budgetary resources will be needed for:

- entering into agreements with other agencies, organizations, and landowners to establish weed management areas,
- developing weed management plans,
- incorporating weed management objectives into existing or proposed coordinated Resource Management Plans and activity plans, and
- treating weed infestations.

Acres of Weeds Treated

⁴⁷ Includes acres treated using funding from all benefitting subactivities.

III. Means Goals

Management or means goals are those internal functions and operations that are critical to the accomplishment of the mission. Means goals deal with organizational effectiveness rather than mission execution. They address how we accomplish the mission rather than the mission accomplishment. The projected budget dollars that would otherwise be shown for means goals are pro-rated against the mission goals of the organization.

III.1 Improve Organizational Effectiveness

III.1.1 Description

The BLM manages 264 million acres of public lands--about one-eighth of the land area of the United States--and approximately 300 million additional acres of subsurface mineral estate. The BLM manages more public land acreage than any other Federal agency. The organization's workforce is composed of more than 10,000 permanent, temporary, seasonal, and other employees in some 200 offices, primarily in the West.

III.1.2 Strategic Issues Related to Organizational Effectiveness

Public lands are diverse and geographically dispersed, intermingled with lands owned and managed by many others. The BLM has a complex mission, involving all landowners and users in common watershed, plant and animal populations, and human use issues. The BLM's land use decisions affect adjacent landowners and State, local and Tribal governments, along with the myriad users of public lands. The BLM organization is dedicated to understanding socio-economic and environmental trends, cooperating in decisionmaking, and implementing appropriate on-the-ground activities.

The BLM's proposed 2000 budget totals over \$1.2 billion, including reimbursements and other collections used to provide a number of services. The workforce includes close to 9,000 employees located in over 200 offices. Accomplishing BLM's mission requires strong internal business and support service functions. Business services are complex and require significant resources. Management is making investments now so that the agency will work better in the future. Continuous improvement in products and services will be the key to effectiveness and efficiency.

To be successful, the agency must encourage teamwork, promote learning, and foster mutual respect among its employees and the public. It needs to ensure that employees have the skills needed to effectively complete required tasks. The BLM can support this environment by assessing workforce strengths and weaknesses, recruiting highly qualified and talented individuals, training employees to enhance and maintain skills, improving communications among all levels of the organization, providing a clear vision and clear direction and ensuring that career-enhancing opportunities are available. Employees who understand the values of BLM's varied customers will be better equipped to provide quality service to these customers. The organization must also understand the communities that depend on and are affected by

public land use, and strive to build a workforce representative of the communities and customers it serves.

III.1.3 Related Budget Accounts, Budget Activities, Subactivities

Performance goals in this GPRA activity are generally means-related goals focusing on how we can collaborate with others, improve business practices, and manage internal human resources. Funds for accomplishing the goals in this section are derived from benefitting mission program activities (01 through 02) and other funding sources.

III.1.4 Proposed Legislation

The achievement of these performance goals is not contingent on the enactment of any legislation proposed in the BLM's Legislative Program.

III.1.5 Impact of FY 2000 Budget Changes

See discussion in section II.8.2 above. Funding changes in the benefitting mission areas may impact achievement of these goals.

III.1.6 Exhibit A - Performance Plan

				FY 1999 Enacted BA (000's)	FY 2000 Proposed BA (\$000's)
GPRA Program Activity 03. Improve Organizational Effectiveness				- ⁴⁸	-
Long-Term Goal 03.01.01: <i>Work with partners to identify scientific information needs and communicate these needs to research agencies, universities, and other non-governmental organizations. By 2000, establish national protocols to coordinate BLM's process for identifying scientific information needs with the research planning processes and schedules of three national research organizations.</i>					
FY 2000 Annual Performance Goal: 03.01.01.00 Establish national protocols for identifying scientific information needs with four national research organizations.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of national research organizations with whom BLM has established protocols (national data collection)	1	2	2	3	4

Annual Goal Details

Since the transfer of research capabilities from the BLM to the National Biological Survey (NBS) and the subsequent transfer of NBS to the U.S. Geological Survey (USGS), the BLM has relied on research provided by USGS and other agencies for its scientific needs. This goal has been established to develop relationships with external sources of research information and to improve the communication of BLM research needs with these parties. Additional agreements may be with the Natural Resource Conservation Service (NRCS), the Environmental Protection Agency (EPA), or Agricultural Research Service (ARS).

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM Washington Office Program Leads will identify sources of research and lead the establishment of protocols with these parties.

⁴⁸ Performance goals in this GPRA activity are generally means-related goals focusing on how we can collaborate with others, improve business practices, and manage internal human resources. Funds for accomplishing the goals in this section are derived from benefitting mission program activities (01 through 02) and other funding sources.

Long-Term Goal 03.01.02:

Gather and share information about socioeconomic and environmental conditions and trends and innovative resource management practices. By 2002, establish partnerships aimed at collecting and sharing information with other agencies, governments, and organizations in each of the major regions of the West.

FY 2000 Annual Performance Goal:

03.01.02.00 17 regional information sharing partnerships are established to increase condition and trend data and innovative resource management practices.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of regional information-sharing partnerships	3	5	15	16	17 ⁴⁹

Annual Goal Details

The BLM employs partnerships to leverage its own ability to gather information needed to effectively manage public lands on a landscape basis. Local and regional agencies, educational establishments, and interest groups such as The Nature Conservancy may have a greater ability to study and assess certain issues than the BLM. It is with these organizations that the BLM seeks to establish partnerships.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

BLM Resource Specialists and program leads will identify those organizations with which the BLM develops partnerships. Partnerships will be authorized by BLM's leadership and established administratively.

⁴⁹ Includes initiatives from cadastral survey and wildlife

Long-Term Goal 03.01.03:

Contribute to environmental education programs in schools, colleges, and communities. By 2002, provide eight field classrooms available to teachers and students on BLM public lands for hands-on teaching and learning related to formal school curriculum, national environmental literacy standards, and BLM resource issues and priorities. Provide the organizational infrastructure needed to link these classrooms to one another and to National Park Service, Forest Service, and other agency field classrooms.

FY 2000 Annual Performance Goal:

03.01.03.00 Four field classrooms will be available to teachers and students on the BLM public lands under the Hands-on-the-Land network of field classrooms

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of "Hands-on-the -Lands" field classrooms available to teachers and students on the BLM public lands (national data collection)	NA	NA	0	2	4

Annual Goal Details

Hands-on-the-Lands is a special program for field classrooms. Starting in 1999, the BLM will collaborate with four other Federal resource agencies to establish a network of field classrooms across America.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

In FY 1999, funding for the Hands-on-the-Lands Pilot Program has been provided through a grant from EPA to each of the five participating agencies. The BLM will provide \$40,000 for two pilot sites (collectively, the agencies will support 10 pilot sites). These funds will cover enhancements to existing educational programs in Alaska and Nevada. The BLM funds will be supplemented with funds provided by the other four agencies to cover the costs of developing prototype websites for each of the Hands-on-the-Lands pilot sites.

Long-Term Goal 03.02.01.

Improve BLM's participation in multi-jurisdictional planning by implementing new land-use planning and environmental impact assessment guidance. By 2002, 75% of public lands will be covered by multi-jurisdictional plans and 65% of State and local government stakeholders and partners are satisfied with BLM's ability to communicate and collaborate with the public.

FY 2000 Annual Performance Goal:

03.02.01.00 70% of public lands are covered by multi-jurisdictional planning efforts and 60% of State and local government stakeholders and partners are satisfied with BLM's ability to communicate and collaborate with the public.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of public lands covered by multi-jurisdictional planning efforts	NA	NA	60	66	70
2. Satisfaction of State and local government and stakeholders/partners with BLM's ability to communicate and collaborate with the public (national data collection)	52	52	52	56	60 ⁵⁰

Annual Goal Details

Federal environmental laws such as the National Environmental Policy Act, the Federal Land Policy and Management Act, and the Endangered Species Act, require Federal agencies to involve the public and consider the needs of local communities as well as wildlife, fish, and plant species when making decisions. The BLM cannot manage species or land health without involving stakeholders, landowners, and jurisdictions within a geographic area. By entering into multi-jurisdictional planning efforts, BLM can address land use planning issues for areas containing a mix of public and/or private land ownerships and authorities. These efforts depend on the ability of BLM employees and field managers to communicate and collaborate with user groups and the public.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Multi-jurisdictional planning efforts require agreements, MOUs, or other documented arrangements (e.g., committee charters) that define how participants work together to implement common goals and objectives for all managers of land areas. Participants in these efforts will work within the framework of existing laws, regulations, or authorities governing individual landowners or government agencies. The intent of this goal is to measure two national outcomes: (1) overall success of multi-jurisdictional planning efforts to help accomplish operational priorities for BLM and its partners and (2) improvement of customer satisfaction levels with BLM's ability to communicate and collaborate. This measure of customer satisfaction would provide an indirect measure of BLM's efforts to clarify and simplify its process for land use planning. It will also measure results of training and assistance to prepare field managers to participate effectively in multi-jurisdictional planning efforts. Customer satisfaction data are collected by surveying the "State and Local Government" and "Stakeholder and Partner" groups.

⁵⁰ Satisfaction surveys scheduled in 1997, 1999, and 2001. BLM has set a target increase of 4% in 2000.

Long-Term Goal 03.03.01:

Leverage direct funding and in-kind contributions of materials, goods, labor, and services to help manage the public lands. By 2003, increase the annual dollar value returned to the Challenge Cost Share Program by 25% (over the 1998 planned baseline) to \$10,188,000.⁵¹

FY 2000 Annual Performance Goal:

03.03.01.00 \$9,150,000 are leveraged for BLM Challenge Cost Share projects.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Dollars contributed by non-Federal partners for BLM Challenge Cost Share projects (000's)	NA	8,150	10,277 ⁵²	8,977	9,150

Annual Goal Details

The BLM uses partnerships to extend its capacity for work. Private parties, businesses, State and local governments, schools, and others contribute labor, services, and funding in kind to complete special projects. These are known as Challenge Cost-Share projects. The more cost-sharing that the BLM participates in, the more funding the BLM has for on-the-ground work. This goal measures the total dollars leveraged from other partners.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM has personnel at all levels that participate in Challenge Cost Share projects, ranging from planning and developing partnerships to working on-the-ground. Agency equipment, expertise, and staff are relied upon to complete these projects. In 1999, the BLM will commit \$8,977,000 to Challenge Cost Share projects.

⁵¹ Prior long-term goal was to increase 25% over the 1997 baseline by 2000.

⁵² FY 1998 performance was the result of a strong economy resulting in generous private cost-sharing. BLM does not anticipate being able to sustain this level into 2000.

Long-Term Goal 03.04.01:

Provide managers and staff with online access to mission-critical and business information in BLM's Management Information System (MIS) By 2002, increase MIS user satisfaction to 75%.

FY 2000 Annual Performance Goal:

03.04.01.00 65% of users are satisfied with the BLM's Management Information System.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of satisfied customers using BLM's Management Information System (MIS) (national data collection)	NA	NA	NA	60 ⁵³	65

Annual Goal Details

In FY 1999, the BLM will operationalize a new Management Information System (MIS) capable of accessing information from a wide variety of sources over the Internet, including performance, financial, budget, and program-related data, such as recreation or facility records. The system allows data to be entered, retrieved, analyzed, and reported relationally. Data may be retrieved and compared by local offices, which will improve managers' ability to use this important information for decisionmaking. The goal is to increase the percentage of users satisfied with the system's ability to access data and provide information for sound management decisions. Users will have an option of completing a survey form at log-out. Satisfaction will be based on a scale of 1 (very dissatisfied) to 7 (very satisfied). This goal seeks to improve the percentage of responses rated 5 or higher.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Improvements in the MIS will be completed by BLM system analysts, users, and contractors. These improvements will be completed during routine system maintenance and as funding allows. Satisfaction of 80% is considered very high for a system of this nature, with increases over this level having decreasing returns on investment.

⁵³ The MIS is a new system, so no baseline data exists. This is an estimate.

Long-Term Goal 03.05.01:

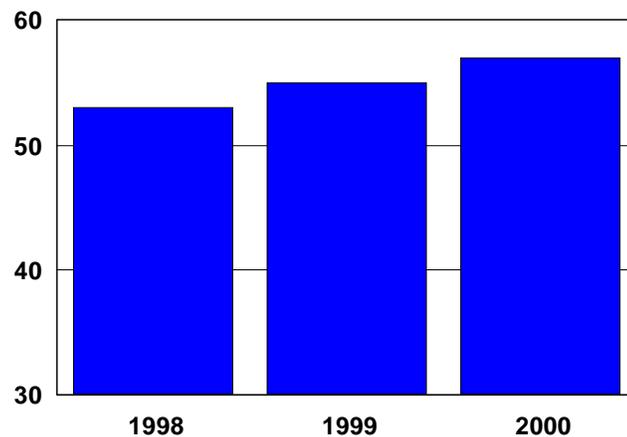
Recover appropriate costs of providing services. By 2002, recover \$61,000,999 of appropriate costs for program services, such as authorizing and administering commercial and certain recreational activities on the public lands or mitigating unauthorized uses, hazards, or contamination caused by others.

FY 2000 Annual Performance Goal:

03.05.01.00 The dollar amount of operating costs recovered is increased to \$57,000,000.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Dollar amount of recovered costs (millions)	NA	NA	53	55	57

Recovered Costs
in millions of dollars

**Annual Goal Details**

The BLM seeks to maintain the health of the land while allowing appropriate uses. However, managing the public lands for commercial and other uses such as recreation has an associated cost to the government. This goal seeks to recover appropriate costs from users so that the benefitting user pays what otherwise would be funded by all taxpayers.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM program personnel in finance, recreation, hazardous materials, lands and realty, oil and gas, coal, and other areas will be primarily responsible for developing cost recovery guidance and recommending policies. The BLM leadership team will approve these recommendations and implement cost recovery programs.

The BLM will measure the full cost recovered for rights-of-way, adopted horses and burros, conveyance of mineral interests, recordable disclaimers of interests, leases, repair of damaged lands, slash disposal, copy fees, road maintenance, mining claim recordations, mining law administration, special recreation fees, recreation fee collections, recreation fee demonstration areas, communication sites, and miscellaneous fees.

Long-Term Goal 03.06.01: <i>Reduce finance and other operating costs.</i> By 2002, increase the percentage of payments subject to the Prompt Payment Act that do not require interest to 98%.					
FY 2000 Annual Performance Goal: 03.07.01.00 97.5% of payments subject to the Prompt Payment Act that do not require interest					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of payments subject to the Prompt Payment Act that do not require interest (national data collection)	90	93.3	95.8	97	97.5

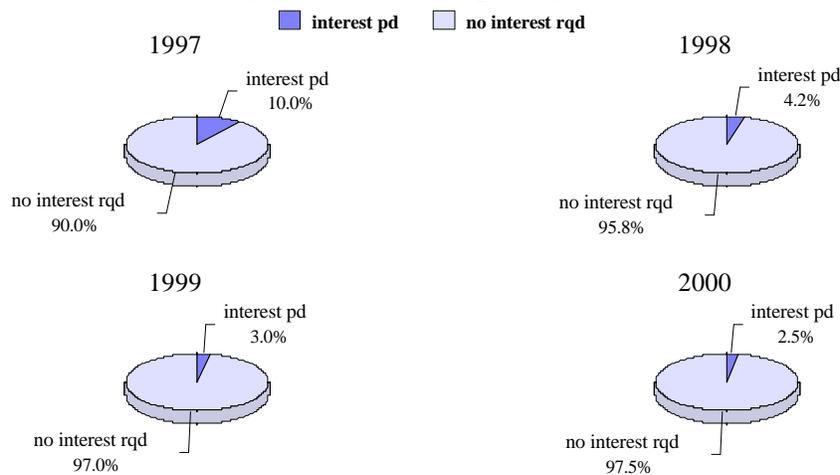
Annual Goal Details

The BLM’s credibility is measured in part by strong cash management techniques, including paying bills on time. The OMB requires Federal agencies to improve their internal payment procedures and processes to ensure that 97.5% of vendor payments do not require the payment of interest under the Prompt Payment Act.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM must continue to make prompt payment a top priority and must continue to streamline payment procedures and processes. Increased automation in the payment process, such as the full implementation of IDEAS, including its automated receiving subsystem, will help achieve this goal. Because of BLM’s decentralization, sustained awareness and emphasis across the BLM on prompt payment procedures and requirements are necessary to achieve the goal.

Percent of Payments Not Requiring Interest Subject to the Prompt Payment Act



Long-Term Goal 03.07.01:

Provide customers and stakeholders with meaningful information about BLM's performance. By 2002, ensure that BLM's annual reports satisfy 80% of surveyed internal and external customers and stakeholders.

FY 2000 Annual Performance Goal:

03.07.01.00 71% of customers are satisfied with the BLM Annual Performance Report.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Customer satisfaction with the BLM annual performance report (national data collection)	64	66	57 ⁵⁴	70	71

Annual Goal Details

The BLM's Annual Report is completed in February of each year. The GPRA-mandated Annual Report includes information of interest to Congress, the public, other Federal agencies, auditors, and BLM employees. Performance measure data will be included with the FY 2000 Annual Report. A customer comment card bound in the report requests feedback from readers. This card is used to gauge satisfaction with the report, with the satisfaction scale ranging from 1 (very dissatisfied) to 7 (very satisfied). This goal seeks to increase the percentage of ratings of 5 or above.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Report designers, authors, editors, and publishers will evaluate comments on each report and modify the coming year's report to improve it. Reasonable limitations will be placed on the cost of publishing (e.g., use of color, document size, distribution, and paper quality). Improvements will be mainly in the quality of content. Production costs for reports generally range from \$18,000 to \$25,000 for about 10,000 copies.

⁵⁴ Ten comment cards were received from 10,000 reports distributed. Three of those did not provide a rating for the plan. 8 were from a single BLM Office. Many respondents to the survey were employees dissatisfied with the length and distribution of the report to every employee. In contrast, 43 letters were received requesting copies for their offices. The FY 1998 Annual Report was redesigned and shortened in response to the comments.

Long-Term Goal 03.08.01:

Provide one-stop service for customers doing business with multiple natural resource agencies. By 2002, increase by 20% the number of BLM offices co-located with other natural resource agencies to provide information, permits, and other frequently requested over-the-counter products and services. By 2002, increase the overall customer satisfaction with BLM working with other Federal and State agencies and organizations to 70%.

FY 2000 Annual Performance Goal:

03.08.01.00 75 offices and interagency centers providing services to the public are co-located. 57% of customers are satisfied with BLM's working with other Federal and State agencies and organizations.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Number of co-located offices and interagency centers providing services to the public (national data collection)	15	30	51	63	75
2. Percent of customers satisfied with BLM working with other Federal and State agencies and organizations (national data collection)	NA	NA	56	56 ⁵⁵	57

Annual Goal Details

The Department of the Interior is striving for more collaboration with agencies that manage multiple natural resources to achieve dramatic increases in customer service, operational efficiency, and, ultimately, quality of resource stewardship. In 1995, a decreased budget and an unusual reduction in personnel resulted in excess space. This provided an opportunity for resource-based agencies such as the BLM and the Forest Service to collocate, recognizing the congruence of their missions, identical customers, and similar workforce.

Collocations have enhanced the capability of both agencies to meet current and future needs through collaboration, innovative thinking, and a redesigning of processes and procedures. These innovations have included sharing personnel; improving processes, procedures, and administrative guidelines; jointly complying with National Environmental Policy Act procedures; and working together on new initiatives. Other areas offering potential for improved collaborative efforts include regulations, planning, information management, public and information, land-based responsibilities, integrated training, use of advisory committees, program operations and policies, and program changes.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each performance Goal within the GPR Program Activity

Historically, the BLM Washington Office was responsible for control and disbursements of the Bureau's building fund. This fund paid for leased space in all BLM offices. Recently, this function was delegated to individual States and the fund was distributed among States. Because of the reduced budget, the funds did not cover the entire cost of the lease in some instances, making it necessary to explore and identify cost saving plans that would have an immediate impact on the leased space costs.

⁵⁵ New data collection scheduled for FY 2000 (biannual survey)

Long-Term Goal 03.09.01:					
<i>Improve customer service and increase customer satisfaction.</i> By 2002, improve the percentage of employees who say the organization treats customer service as an important priority to 65 percent.					
FY 2000 Annual Performance Goal:					
03.09.01.00 60 percent of employees say customer service is an important priority.					
Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of employees who say the organization treats customer service as an important priority ⁵⁶ (national data collection)	42	50	57	57	60

Annual Goal Details

The BLM is implementing an active Customer Service Program throughout the organization, using customer service leads and representatives in offices and program areas. The National Performance Review has set government goals related to customer service. This goal and measure were established for multi-agency use.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

Customer Service leads and program leaders will communicate the need for prioritizing customer service to employees throughout the BLM. All staff are expected to maintain customer service as a top priority.

⁵⁶ This goal and measure are based on National Performance Review Requirements

Long-Term Goal 03.10.01:

Assist supervisors, managers, team leaders, and employees in identifying critical occupational skills and in acquiring appropriate training to support the BLM mission. By 2003, identify 100% of critical and emerging competencies for the BLM. Thereafter, provide a full range of support services, including training course development, video conferencing, distance learning, and the adaptation of educational products from outside sources.

FY 2000 Annual Performance Goal:

03.10.01.00 Critical skills are identified for 50% of BLM's job series.

Performance Measures	FY 1997 Actual	FY 1998		FY 1999 Operating Plan BA	FY 2000 Proposed
		Plan	Actual		
1. Percent of job series for which critical skills have been identified (national data collection) ⁵⁷	1	10	1	20	50

Annual Goal Details

New technologies are transforming the skills and abilities needed to carry out the BLM mission at all levels of the organization. Core competencies provide the foundation for human resource management based on important measurable knowledge, skills, and abilities rather than the traditional basis of specific job assignments. When these competencies are defined and implemented, then workforce planning, development, recruitment, selection, and performance will strengthen the agency's ability to manage its human resources.

The BLM has about 140 job series. By the end of FY 2000, 50 job series will have core competencies completed.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The BLM is part of a consortium of Interior agencies that are using the Office of Personnel Management's (OPM's) information and tools for the development and implementation of competencies. The agency has accepted OPM's leadership competencies for its supervisors, managers, and executives and has initiated a program to improve the leadership qualities of its employees based upon these competencies.

⁵⁷ Based on BLM's current 140 job series.

Long-Term Goal 03.11.01:

Increase representation within planned and designated occupational series. By 2000, using the revised BLM Affirmative Employment Plan and the Student Career Experience Program, increase employment of minorities, women, and persons with disabilities.

FY 2000 Annual Performance Goal:

03.11.01.00 Annual workforce composition statistics (national data collection)

Performance Measures

See table at the end of this GPRA program activity section.

Annual Goal Details

The maintenance of accurate statistical data and related information on the composition of BLM's nationwide workforce is critical in managing human resources. Continuing analysis provides human resources management (HRM) staff with a means of measuring the organization's response to programmatic needs through its allocation of human resources. Equal Employment Opportunity (EEO) program managers can use such information to illuminate overall employment patterns and to monitor progress in diversification of the workforce. With 14 major field organizations, well over 100 duty stations, and close to 9,000 employees, and given the scores of occupations in the natural sciences, engineering, and administration arenas, BLM managers rely on an extensive, real-time statistical data base capability to monitor the status of the workforce.

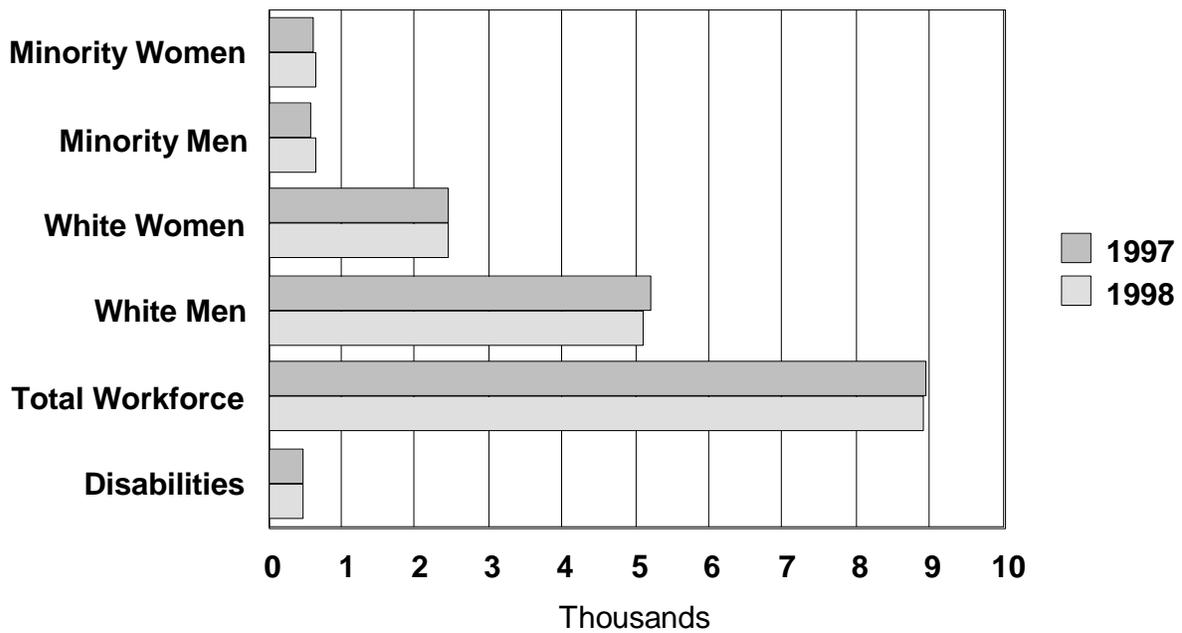
The accurate measurement of diversity program factors, such as the representation of minorities, women, and the disabled by geographical area of assignment, by program assignment, and by grade level, is dependent upon a strong statistical reporting capability. The BLM's options for managing and accounting for its performance in workforce diversification would be severely hampered without such a capability, as would its resources for objectively measuring the related performance of individual managers.

Explanation of Operational Processes, Technology, and Financial and Human Resources Necessary to Achieve Each Performance Goal within the GPRA Program Activity

The primary statistical data base utilized in managing and reporting on diversification of the workforce is the Federal Personnel and Payroll System, or FPPS, which provides the basis for personnel processing in the Department of the Interior. Administration of the data base is the contracted responsibility of the Bureau of Reclamation. In the BLM, Personnel Officers at Headquarters and in the State and National Center have input and retrieval access to FPPS, while Equal Employment Opportunity Program Managers nationwide have retrieval access under the EEO reporting option, which provides the capability to generate programmed as well as *ad hoc* reports. Supplementing FPPS is the BLM's Equal Opportunity Information System, now under development, which will (1) ensure compliance with the statutory requirements of the BLM's Cooperative Education Program, (2) track the processing of complaints of discrimination and the associated application of alternative dispute resolution methodology, and (3) contain the Mobility Data Base, which will promote retention by providing up-to-date profiles on BLM duty stations throughout the continental United States and Alaska. Personnel and EEO Program staffs at BLM headquarters and in the 14 State and National Centers are required to enter, update, manipulate, and retrieve information on workforce management in response to the requirements established by BLM's internal work plans, budget authorizations, and the BLM Strategic Plan.

Data	1997		1998	
	Number	Percentage of Workforce	Number	Percentage of Workforce
Permanent employees:				
Minority Women	643	7.2	660	7.4
Minority Men	612	6.8	647	7.3
White Women	2463	27.5	2473	27.7
White Men	5231	58.5	5134	57.6
Total All Workforce	8,949	100	8914	100
Persons With Disabilities ⁵⁸	495 ⁵⁹	5.6	492	5.5

BLM Permanent Employees



⁵⁸ May include minorities and women

⁵⁹ Updated as of December 1998.

Glossary of Common Terms

AFMSS is the abbreviation for the Automated Fluid Minerals Support System used for tracking Oil and Gas lease use authorization information.

Annual Goal is a 1-year increment of the long-term goal. It contains a targeted level of performance to be achieved for a particular year. It is to be expressed in an objective, quantifiable, and measurable form. The OMB approval of an alternative form of evaluating the success of a program is required if the annual goal cannot be expressed in an objective or quantifiable manner.

Field Office is the nomenclature for nearly 200 offices in the 12 western States and Eastern States offices that report to BLM's regional "State Offices."

FLPMA, the Federal Land Policy and Management Act, P.L. 94-579, Act of October 21, 1976 : BLM's organic act which established public land policy and established guidelines for administration. FLPMA enables the BLM multiple use mission.

Goal Category, an optional classification, exists only to provide a common way of grouping the major themes of an organization.

GPRA is the Government Performance and Results Act of 1993. It requires that agencies complete a Strategic Plan with long term goals, Annual Performance Plans, put performance measures in place and report on progress toward their goals each year.

GPRA Program Activity is described as the consolidation, aggregation, or disaggregation of program activities that are covered or described by a set of performance goals, provided that any aggregation or consolidation does not omit or minimize the significance of any program constituting a major agency function or operation.

Long-Term Goals are the "general performance goals and objectives" identified in the Government Performance and Results Act. They define the intended result, effect, or consequence for what the organization does. They provide a measurable indication of future success by providing target levels of performance and a time frame for accomplishment. Long-term goals should focus on outcomes rather than outputs (products and services).

Mission Goal is a classification identifying outcome-oriented goals that define how an organization will carry out its mission.

Multiple use is the management of public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people, but not necessarily provide the greatest economic return or unit output.

NEPA, the National Environmental Policy Act of 1969: P.L. 91-190, established a national policy for protecting environmental resources, required Federal agencies to assess the impacts of their proposed actions, and established the Council on Environmental Quality (CEQ).

O&C refers to the Oregon and California public lands that are largely remnants of railroad grants returned

to the government.

Performance Measure can assess either an output (such as work completed) or an outcome (such as healthy land or satisfied customers). An output measure records the actual level of activity or effort that was realized, and are often intermediate steps. An outcome measure assesses the actual results, effects, or impact of a program activity compared to the intended purpose.

ROW, Right-of-Way, is an easement, license, or permit which grants right of use on public lands for various purposes, such as pipelines, public site, or power lines.

Section 106 Consultations are formal consultations with the State Historic Preservation Officer (SHPO), the Advisory Council on Historic Preservation, and interested parties. They are required by Section 106 of the National Historic Preservation Act. Section 106 compliance procedures are defined in State Director/SHPO State Protocols or in regulations found at 36 Code of Federal Regulations (CFR) 800, whichever is applicable to specific cases.

State Office is the term used for BLM's regional offices. While located in the named State, they often have jurisdiction for more than one State, such as the Oregon State Office that manages public lands in Oregon and Washington State.